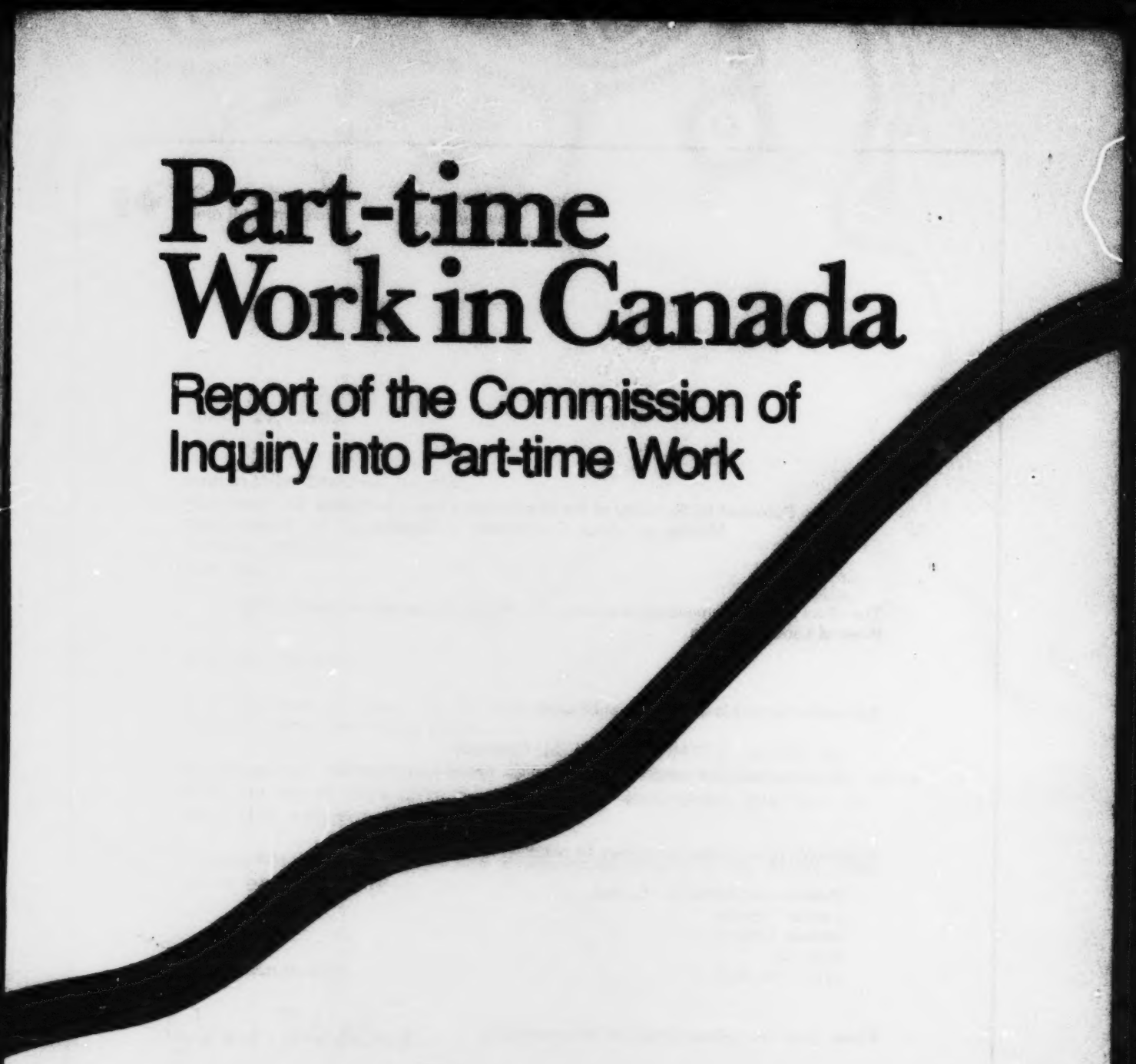
Part-time Work in Canada

Report of the Commission of Inquiry into Part-time Work



Published by Authority of the Honourable Charles L. Caccia,
Minister of Labour, Government of Canada

The views and recommendations expressed in this report do not necessarily reflect those of Labour Canada.

Également disponible en français sous le titre:

LE TRAVAIL À TEMPS PARTIEL AU CANADA:
Rapport de la Commission d'enquête sur le travail à temps partiel

Additional copies of the report may be obtained from:

Publications Distribution Centre,
Labour Canada,
Ottawa, Ontario
K1A 0J2
(819) 994-0543

Please quote the following number when ordering:

L24-0978/83E

©Minister of Supply and Services Canada 1983
Cat. No. L 31-45/1983E
ISBN 0-662-12676-9
Printed in Canada

Commission of Inquiry
Into Part-time Work

Commission d'enquête
pour le travail
à temps partiel

April 15, 1983

Honourable Charles Caccia,
Minister of Labour,
Government of Canada,
Ottawa, Ontario,
K1A 0J2

Dear Mr. Caccia:

I am pleased to transmit to you the Report of the Commission of Inquiry into Part-time Work.

As suggested in the terms of reference, I have endeavoured to write a report which will help to improve the employment position of part-time workers.

I hope that the Commission's recommendations will be given your early consideration.

Yours sincerely,

Joan Wallace

Joan Wallace
Commissioner

Canada

Commissioner and Staff of the Commission of Inquiry Into Part-time Work

Commissioner:	Joan Wallace
Executive Director:	Colin Hansen
Research Director:	Gerald Swartz
Research Consultant:	Dr. E. Marilyn Mohan
Office Manager:	Renata Sakamoto
Bilingual Support:	Suzanne Mimault
Other Staff:	Marilyn Surine Céline Lippé

TABLE OF CONTENTS

Introduction 17

Summary of the Report 21

Recommendations of the Commission 29

CHAPTER 1 Part-time Work: Advantages and Disadvantages 33
- A. Advantages for Society as a Whole 33
- B. The Individual 34
  - 1. Advantages 34
  - 2. Disadvantages 34
- C. The Employer 35
  - 1. Advantages 35
  - 2. Disadvantages 35

CHAPTER 2 What is Part-time Work? 37
- A. The Search for a Definition 37
- B. Types of Part-time Workers 37
- C. Definitions of Part-time Work 38
  - 1. International Definitions 38
  - 2. Canadian Definitions 39
- D. Employer Views of a Definition 40
- E. Union Views on a Definition 40
- F. Commission Recommendations 41

CHAPTER 3 Part-time Workers and Part-time Jobs 43
- Summary of Chapter 3 43
- Introduction 44
- A. Part-time Workers 46
  - 1. Demographic and Personal Characteristics of Part-time Workers 46
    - a. Sex, Age, Marital Status and Education 46
    - b. Part-time Work and the Stage in the Life Cycle 47
      - i. The Young 47
      - ii. Prime Working Age Women 50
      - iii. The Older Worker 53
      - iv. The Future from a Demographic Viewpoint 55
  - 2. The Occupations of Part-time Workers and the Industries in Which They Work 57
  - 3. The Hours Part-time Workers Work 60
  - 4. The Part-time Worker's Commitment to The Work Place 60
    - a. Job Tenure 60
    - b. Income 63
    - c. Multiple Job Holding 64
- B. Part-time Jobs 65
  - 1. The Work Schedules of Part-time Jobs 65
    - a. Daily, Weekly and Monthly Work Patterns 66
    - b. Changes in Hours Worked from Month to Month 67
    - c. Additional Hours Wanted, and Reasons Why They Were Not Worked 68
    - d. Full-year and Part-year Work Patterns 70
  - 2. Unionisation 71
  - 3. Earnings from Part-time Jobs 75
- C. Recommendations 78

CHAPTER 4 Views on Part-time Work 79
A. Individuals Speak Out 79
1. Commission Study of Part-time Workers 79
a. Objectives of the Study 79
b. The Questionnaire 79
c. Who Responded 80
d. Reactions to Part-time Work 80
e. Respondents' Characteristics and Their Reactions 81
i. Demographic Characteristics 81
ii. Employment Situation 82
iii. Family Situation 82
iv. Affiliations with Unions and Women's Organizations 82
f. Changing from Full-time to Part-time Work 83
g. The Problems of Part-time Work 84
h. Conclusions 85
2. Briefs from Individuals 86
a. The Positive Aspects of Part-time Work 86
b. The Problems of Part-time Work 87
i. Pensions and Fringe Benefits 87
ii. Part-time Workers as Second Class Citizens 87
iii. Job Security, Seniority and Union Attitudes 88
iv. The Pressure of Family Responsibilities 90
v. Career Opportunities 91
B. Unions and Professional Associations 93
1. Overview of Union Attitudes 93
2. Traditional Union Attitude 93
3. Attitudes of Major Canadian Unions 94
4. Union Achievements for Part-time Workers 96
a. Unions with Good Benefits for Part-time Workers 96
i. Nurses Unions 96
ii. Retail Clerks Unions 96
iii. Teachers Federations 97
iv. Canadian Union of Public Employees 97
b. Unions in Transition 98
i. Brotherhood of Railway and Airline Clerks 98
ii. Canadian Union of Postal Workers 98
iii. Communications Workers 98
iv. University Lecturers 99
5. Unions Opposed to Part-time Work 99
a. Communications Workers 99
b. Transit Unions 99
c. Other Unions 99
6. Union Recommendations 100
C. Women's Organizations 103
1. Introduction 103
2. Part-time Work: Good or Bad? 103
a. In Favour of Part-time Work 103
b. Inprovements Needed 103
c. Opposed to Part-time Work 104
3. Why Women Choose Part-time Work 105
4. Major Issues Raised by Women's Groups 105
a. Unionization of Part-time Workers 105
b. Child Care 106
c. Equal Pay 106

d. Fringe Benefits 107
e. Pensions 107
f. Education and Training 107
D. Views of Older Workers 109
1. Compulsory Retirement Age 109
a. Why 65? 109
b. Psychological and Health Aspects 109
c. Financial Problems of Retirement 110
d. Changing Attitudes 111
i. Public Attitudes 111
ii. Employer Attitudes 112
iii. Union Attitudes 114
e. Recommendations of the National Advisory Council on Aging 114
2. Work Options for Older Workers 114
a. Possible Options 115
b. Reasons for Not Hiring Older Workers 115
c. Recommendations of the National Council on Aging 116
3. Phased Retirement 116
E. Employer Attitudes to Part-time Work 119
1. Characteristics of the Part-time Workplace 119
a. Retailing 119
b. Tourism, Hotels and Food Services 119
c. Health Care 120
d. Banking and Insurance 120
e. Manufacturing 120
f. Municipal Government 121
g. Transportation 121
i. Transit Systems 121
ii. Trucking 121
iii. Railways 121
h. Temporary Help Service Firms 121
2. Views of Employer Associations 122
a. Use of Part-time Workers 122
b. Trends in Part-time Employment 123
c. Productivity of Part-time Workers 123
d. Remuneration 124
e. Fringe Benefits 124
i. Present Policies 124
ii. Views on Prorating Fringe Benefits 125
iii. Exclusion of Casual Part-time Workers 126
f. Pensions 126
g. Restrictions on the Use of Part-time 127
3. Opinion Survey of Individual Employers 127
a. Objectives and Methodology 127
b. Experience with Part-time Employees 129
c. Treatment of Part-time Employees 129
d. Attitude to Prorating 131
e. Conclusions 131
4. Recommendations of Employer Associations 131
F. Governments 133
1. Introduction 133
2. Governments as Legislators 133
a. Employment Standards Legislation (federal and provincial) 133
b. Provincial Governments 134

i. Manitoba 134
ii. Quebec 135
iii. British Columbia 135
3. Governments as Employers 136
a. Federal Government 136
i. Introduction 136
ii. New Policy on Part-time Employees 136
iii. Statistics on Part-time Employees 137
iv. The Use of Part-time Workers in Government 138
v. Assessment of Treasury Board's New Policy 141
b. Provincial Governments 142
i. Manitoba 142
ii. Ontario 143
c. The United States Experience 143
G. Commission Recommendations 145

CHAPTER 5 Pensions for Part-time Workers 149
A. Introduction 149
B. Pension Coverage Today 149
1. Who is Covered? 149
2. Should Part-time Workers Be Included? 150
a. Arguments in Favour of Inclusion 150
b. Arguments Against Inclusion 151
C. Setting Standards for Admission of Part-time Workers to Private Pension Plans 152
1. Plans Which Include Part-time Workers 152
2. Setting Eligibility Criteria 153
D. Designing a Pension Plan for Part-time Workers 154
1. Prorating Problems of Defined Benefit Plans 154
2. Money Purchase Plans – Advantages & Disadvantages 155
3. Actuarial Considerations 156
E. A Better Deal for Part-time Workers 156
1. Changes to the Private Pension System 156
2. A Regulatory Solution? 156
3. Expansion of the Public Pension System 157
a. How CPP/QPP Works 157
b. Proposals for Improvement 157
i. Prorating Minimum and Maximum Levels 157
ii. Expand the CPP/QPP 158
iii. Effect on Low Income and Part-time Workers 158
4. Cash in Lieu of Benefits 159
F. Commission Recommendations 159

CHAPTER 6 The Cost of Prorating Fringe Benefits 163
A. Views on Prorating 163
B. Compensation of Part-time Workers 163
C. Administrative Costs of Prorating Fringe Benefits 164
D. Direct Costs of Prorating Fringe Benefits 165
1. Statutory Benefits 165
a. Unemployment Insurance 167
b. Canada Pension Plan 167
c. Workers' Compensation 167
d. Combined Effects of Prorating Statutory Benefits 168
2. Overtime 168
3. Statutory Holidays 168

4. Vacations 170
5. Private Pensions 170
6. Life and Health Insurance 170
7. Miscellaneous Benefits 170
8. Summary of the Cost Impact of Prorating 171
E. A Comparison of Administrative and Direct Costs of Prorating 171
F. Commission Recommendations 171

CHAPTER 7 Job Sharing – A New Approach to Part-time Work 173
A. Introduction 173
B. Definition 173
C. History 174
1. General 174
2. The Canadian Experience 174
D. Attitudes Toward Job Sharing in Canada 174
1. Employee Organizations 174
2. Employers 175
3. Women's Groups 176
4. Other Views 176
E. A Look at Job Sharing in Canada 176
1. Introduction 176
2. Profile of Respondents 177
3. The Initiative to Job Share 177
4. Reasons for Job Sharing 178
a. Young Family 178
b. Keeping Job Skills Current 179
c. Keeping a "Foot in the Door" 179
d. Couldn't Afford Not to Work 179
e. Desire for More Leisure 179
f. Full-time Preferred but Not Available 179
g. Phasing into Retirement 179
h. Maintaining Seniority 179
5. The Reaction of Employee Organizations 179
6. Dividing the Tasks 180
7. Communications 181
8. Pay and Benefits 181
9. Advantages and Disadvantages 181
a. Introduction 181
b. Advantages 181
c. Disadvantages 183
10. Is Job Sharing a Success? 184
11. The Future of Job Sharing 185
F. Establishing a Job Sharing Situation 185
1. Checklist 185
G. Commission Recommendations 186

APENDICES

APPENDIX A	**Operation of the Commission**	187
APPENDIX B	**Witnesses/Written Submissions**	191
APPENDIX C	**Demography and Employment Characteristics**	197
APPENDIX D	**Research Studies**	205
APPENDIX E	**Self Selection Samples**	207
APPENDIX F	**Questionnaires**	209
APPENDIX G	**Glossary**	217

LIST OF DIAGRAMS

Introduction

DIAGRAM 1 Part-time Employment in Canada 1953 - 1981 17

CHAPTER 3 Part-time Workers and Part-time Jobs

DIAGRAM 1 Age and Sex of Part-time Workers 46

2 Age and Sex of Full-time and Part-time Workers 46

3 Marital Status of Full-time and Part-time Workers 47

4 Education of Full-time and Part-time Workers Aged 25 Years and Over 47

5 Part-time and Full-time as a Per Cent of Total Employment in Each Age Group 48

6 Marital Status and Sex of Young Full-time and Part-time Workers 49

7 Education Levels of Young Full-time and Part-time Workers 49

8 Reasons Why Young People (15 - 24 years) Work Part-time 50

9 Reasons for Part-time Employment: The Effect of Students on Total Part-time Employment 51

10 Employment Behaviour of Husbands of Full-time and Part-time Married Women Workers 52

11 Reasons for Working Part-time: Men and Women Aged 25 - 54 53

12 Per Cent of Part-time and Full-time Women Workers with Children Under 16 Years of Age at Home 54

13 Reasons Why Workers Aged 55 and Over Work Part-time 55

14 Distribution of Full-time and Part-time Workers Across Industries 57

15 Distribution of Full-time and Part-time Workers Across Occupations 58

16 Actual Hours Worked in an Average Week 1981 61

17 (a) Job Tenure of Full-time and Part-time Workers 62

17 (b) Job Tenure of Men and Women Part-time Workers 62

17 (c) Job Tenure for Workers Under 25 Years of Age 62

17 (d) Job Tenure for Workers 25 Years and Over 62

18 Number of Hours Usually Worked Per Day in Part-time Jobs 66

19 Number of Days Usually Worked Per Week in Part-time Jobs 66

20 Number of Weeks Usually Worked Per Month in Part-time Jobs 67

21 Per Cent of Each Age Group of Part-time Job Holders Working in a Full-Year, Part-time Job 71

22 Per Cent of Union and Non-Union Part-time Paid Worker Jobs in Each Hourly Wage Category 73

23 Yearly Income from Part-time Paid Worker Jobs 75

24	Average Hourly Wage in Full-time and Part-time Jobs, by Occupation	77
25	Average Hourly Wage in Full-time and Part-time Jobs, by Industry	77

CHAPTER 6 The Cost of Prorating Fringe Benefits

DIAGRAM 1	Average and Marginal Cost Curves for Administration of Fringe Benefits	166

CHAPTER 7 Job Sharing – A New Approach to Part-time Work

DIAGRAM 1	Employees' Opinions of Employment Conditions of Job Sharers Compared to Full-time Workers	182
2	Employers'/Supervisors' Opinions of Employment Conditions of Job Sharers Compared to Full-time Workers	182

LIST OF TABLES

Introduction

TABLE 1 Part-time Employment by Province . 17

CHAPTER 3 Part-time Workers and Part-time Jobs

TABLE 1 Students of All Ages Employed Part-time 48

2 The Student Status of Young (15 - 24 Years) Full-time and Part-time Workers 49

3 People Employed Aged 55 and Over 54

4 Distribution of Men and Women Part-time Workers Across Industries 58

5 Distribution of Men and Women Part-time Workers Across Occupations 59

6 Paid Workers Who Are Members of a Union or Other Group Which Bargains Collectively, in the Average Month, 1981 59

7 Part-time Workers in Managerial and Professional Occupations 60

8 Job Tenure 63

9 Pure Part-time Paid Workers and Their Total Yearly Income From Paid Employment 63

10 Total Income From Paid Employment as a Per Cent of Total Household Income from Paid Employment 64

11 Summary of Work Schedules 66

12 Most Common Work Schedules in Part-time Jobs 67

13 Changes in Hours From Month to Month, and Reasons for Change 68

14 Additional Hours Wanted Per Month in Part-time Jobs 69

15 Additional Hours Wanted in Part-time Jobs, by Industry and Occupation 69

16 Reasons Why Additional Hours Were Not Worked in the 742,000 Jobs in Which Additional Hours Were Wanted 70

17 Per Cent of Full-year, Part-time Jobs Which Are Unionized 72

18 Union Status of All Paid Worker Jobs Held, by Occupation 73

19 The Union Status of Part-time and Full-time Paid Worker Jobs Held, by Occupation 73

20 The Average Hourly Wage Rate ($) in Unionized and Non-Unionized Paid Worker Part-time Jobs in Each Major Occupational Group 74

21 The Average Hourly Wage Rate ($) in Unionized and Non-Unionized Paid Worker Part-time Jobs in Each Major Industrial Group 74

22 Average Hourly Earnings ($) 76

Chapter 4 Views On Part-time Work

TABLE 1 Distribution of Questionnaires 80

2 Frequency of Negative Comments Towards Part-time Work 81

3 Distribution of Respondents 83

4 Factors Relevant to Switching from Full to Part-time Work 84

5	Policies of Canadian Unions on Prorated Dues for Part-time Workers	95
6	Percentage of Retirees Working or Looking for Work 1978	112
7	Arguments For and Against Mandatory Retirement	113
8	Partial Pensions in Sweden	117
9	Background Information Survey Participants	128
9 (a)	Size and Distribution of Survey Participants by Sector	128
10	Factors in Decision to Hire Full-time or Part-time	128
11	Nature of Employer Experiences with Part-time	129
12	Comparison of Compensation and Benefits	130
13	Effect of Prorated Benefits on Hiring Part-time	130
14	Part-time Employees in the Federal Public Service	136
15	Number of Part-time Employees in the Federal Public Service	137
16	Occupations of Part-time Employees in the Federal Public Service	138
17	Part-time Employment in the Federal Public Service	139

CHAPTER 5 Pensions for Part-time Workers

TABLE 1	Proportion of Total Labour Force and Paid Workers in the Labour Force Covered by Pension Plans (1980)	150
2	Employment and Pension Plan Membership by Industry, 1980	150
3	Income Replacement Levels Provided by Public Pension Benefits 1981	151
4	Job Tenure (Per Cent of Workers)	153
5	Pension Plan Membership by Type of Benefit 1980	154
6	A Comparison of Annual Public Pension Benefits Available in 1981 Under the Current System and CLC Proposals	158

CHAPTER 6 The Cost of Prorating Fringe Benefits

TABLE 1	Fringe Benefit Costs as Per Cent of Basic Pay, Historical Data	164
2	Full-time and Part-time Earnings, Ontario, 1975	164
3	Fringe Benefit Administration Costs	165
4	Fringe Benefits Among Full-time and Part-time Employees	167
5	A Summary of the Increase in Direct Costs Due to Prorating Benefits	169

CHAPTER 7 Job Sharing – A New Approach to Part-time Work

TABLE 1	Reasons for Job Sharing	178
2	Summary of Advantages and Disadvantages of Job Sharing to Individual Workers	184
3	Summary of Advantages and Disadvantages of Job Sharing to Employers	184

Part-time Work in Canada

Report of the Commission of Inquiry into Part-time Work

INTRODUCTION

When the Commission of Inquiry into Part-time Work was established in April of 1982, the first question it faced, was: Why had part-time work suddenly become such an issue that it required a national inquiry?

There were two main reasons behind the appointment of the Commission. The first was the rapid growth in the number of part-time workers in Canada. During 1981 an average of 1.5 million people worked part-time in Canada, but more than 2.4 million Canadians held a part-time job at some time during that year.

In 1953, when Statistics Canada first began to collect data on part-time workers, part-timers made up 3.8 per cent of those employed. In 1981, almost thirty years later, they had grown to 13.5 per cent of all Canadians employed. (See Diagram 1.) In three provinces, British Columbia, Saskatchewan and Manitoba, part-time workers accounted for over 15 per cent of those employed. (See Table 1.) It is clear from an examination of Diagram 1 that the growth of part-time work has been a steady one, with no direct relation to the level of unemployment or to the state of the economy.

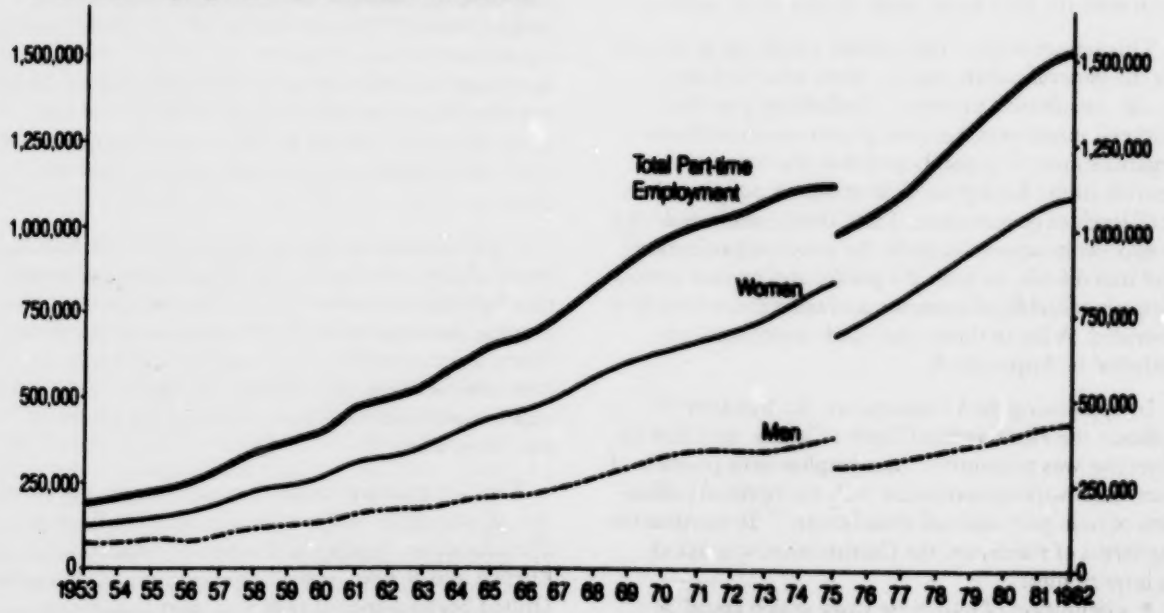
TABLE 1
Part-time Employment by Province

	Total Employment ('000's)	Full-time Employment ('000's)	Part-time Employment ('000's)	Part-time as a % of Total Employment
Canada	10833	9408	1477	13.5
British Columbia	1247	1084	194	15.8
Alberta	1089	953	140	12.9
Saskatchewan	432	366	66	15.3
Manitoba	462	393	70	15.2
Ontario	4186	3581	605	14.5
Quebec	2685	2385	300	11.2
New Brunswick	262	227	35	13.4
Nova Scotia	330	284	46	13.9
Prince Edward Island	48	41	7	14.6
Newfoundland	187	173	14	7.5

Source: Statistics Canada. *Labour Force Survey*. 1981 Annual Averages. Cat. 71-001.

Part-time workers have also become the fastest-growing segment of the labour force. It is estimated

DIAGRAM 1
Part-time Employment in Canada 1953-1982



1953-75: Part-time = Less than 35 hours per week (old Labour Force Survey)
1975-82: Part-time = Less than 30 hours per week

Source: Statistics Canada *Labour Force Survey*, Cat. 71-001

that in the six years between 1976 and 1982, approximately one-third of the growth in employment has been in part-time employment. In the United States, where part-time workers already comprise 20 per cent of the labour force, predictions are that they will reach 28 per cent by 1990.

The second reason behind the appointment of the Commission was the mounting pressure on Labour Canada to do something about what many perceive to be unfair treatment of part-time workers — their low pay, lack of fringe benefits and pensions, and the fact that most are working in job ghettos with little chance of training or promotion. All of these issues, and others, were included in the terms of reference given to the Commission by the Minister of Labour.

It should be pointed out here that the Commission was *not* appointed (as some have suggested) to try to improve Canada's unemployment situation by actively promoting more part-time work. The Commission's terms of reference did not include the examination of part-time work as a solution to unemployment. Its mandate was to "enquire into improving the employment position of part-time workers." Basically, the Commission wanted to determine whether or not part-time workers are being treated fairly compared to full-time workers. The Commission's main concern throughout its year of work has been with the long-term needs of part-time workers.

This report of the Commission's findings is written for the general public and for those who took part in the consultative process — individual part-time workers, employers, unions, governments and other organizations. It is also hoped that the report will provide useful background direction to policy makers at all levels of government. The Commission would like to express its appreciation to the many organizations and individuals, in both the public and private sector, for the invaluable information and assistance which they provided. A list of those who made submissions is included in Appendix B.

In appointing the Commission, the Minister of Labour, the Honourable Charles Caccia, said that his objective was to improve "the employment position of part-time workers consistent with the optimal utilization of both part and full-time labour." To summarize the terms of reference, the Commission was asked to inquire into:

- a definition of part-time work which could be used to ensure fair and adequate treatment for part-time workers under employment laws;
- factors contributing to the expansion or contraction of part-time employment;
- collective bargaining *rights* for part-time workers;
- personal and demographic characteristics of part-time workers;
- remuneration of part-time workers;
- feasibility of a compulsory scheme to prorate wages and benefits for part-time labour; and to
- recommend measures which would improve the overall employment position of part-time labour without detracting from the employment position of full-time labour.

(The full text of the terms of reference is included in Appendix A.)

The response to the Commission was indicative of the interest in the issue of part-time work. Seventeen days of hearings in eight regions of Canada were required to hear the 142 presentations from unions, employer associations, women's organizations, older workers and individuals. An additional 74 written submissions were sent directly to the Commission office.

One of the major concerns of the Commission was how it could obtain the views of individual part-time workers. The Commission realized that organized groups, such as unions and employers would make their views known to the Commission, but most part-time workers are not organized. Who would speak for them? To solve this problem, and to provide input from full-time workers as well, the Commission developed an exploratory questionnaire survey which was distributed to individual part-time workers across Canada. The questionnaire was completed by 2,395 individuals, and their views are analysed in Chapter 4, A.

The Commission also conducted research into such issues as the cost of prorating fringe benefits for part-time workers, pensions for part-timers, the demographic characteristics of part-time workers and the characteristics of their jobs, employer attitudes to part-time workers, job sharing, European and British experiences with part-time work and the future of part-time work.

The Commission found that concern for the situation of part-time workers has not been confined to Canada alone. Studies had been undertaken in Europe and Britain in the late seventies, while in the United States a special policy on part-time work in the federal Public Service was introduced under the Carter administration in 1978. In fact, part-time work has been a growing phenomenon throughout the industrial world ever since the end of the Second

World War. At the international level, part-time work was first placed on the agenda of the International Labour Organization's 1946 conference where it was discussed in relation to the post-war employment of women. Part-time work was also discussed at the 1952 meeting of the United Nations Commission on the Status of Women. In 1963, the International Labour Organization conducted the first major international study of part-time work in 50 countries.

Since that time, several more international studies have been conducted and in 1981 the European Economic Community and the European Parliament took up the cause of equal rights for part-time workers. The European Parliament has been endeavouring to obtain approval from member countries of a directive which calls for the implementation of the principle of non-discrimination between part-time and full-time workers, and for proportional rights for part-timers with regard to remuneration, holiday payments, redundancy and retirement payments.

In Canada, concern for the part-time worker appears in several publications of Labour Canada, particularly those of the Women's Bureau, throughout the sixties and seventies. In 1965, Marian Royce, the founding director of the Women's Bureau, identified not only the problems associated with part-time work, but also proposed solutions to these problems. Speaking at the 49th International Labour Conference in Geneva, she said: "Since the phenomenon [of part-time employment] exists and tends to increase, recognition should be given to the need to ensure that the terms and conditions of part-time employment be such as to safeguard the position of both full and part-time workers."

In 1970, the Royal Commission on the Status of Women recommended that "the federal government undertake a study of the feasibility of making greater use of part-time workers in the Canadian economy."

Since that time, studies on part-time work have been conducted by the Canada Employment and Immigration Advisory Council (1981) and the Canadian Advisory Council on the Status of Women (1983). In 1979, part-time work was also mentioned in the Canadian government policy paper, *Towards Equality for Women*, which outlined Canada's contribution to the United Nations World Plan of Action on women's issues. The government promised that: "This department [Labour Canada] will make special efforts with employers and unions to promote equal compensation and opportunities for part-time workers. . ."

The appointment of the Commission of Inquiry into Part-time Work was the first step in fulfilling that promise. The Commission hopes that the second step will be the implementation of its recommendations, which it believes will improve the employment position of part-time workers in Canada.

SUMMARY

The Commission found conclusive evidence to support the view that part-time workers in the Canadian labour force are treated unfairly compared to full-time workers. It also found that every group in the work place — employers, governments, unions, and even individual full-time workers — have been guilty of treating part-time workers unfairly.

Many employers, including governments, are paying part-time workers lower hourly rates than full-time workers, denying them access to pension and fringe benefit plans, and keeping them in low skilled jobs with little opportunity for promotion. Governments, in their employment standards legislation, have ignored the existence of part-time workers, and thus inadvertently denied them some of the benefits, rights and protections which this legislation provides for full-time workers. Although the union attitude appears to be changing, unions, until the past few years, have deliberately ignored the existence of part-time workers or actively worked to prevent or reduce their participation in the work force. Some unions still curtail the job opportunities open to part-timers, their pay rates and their access to seniority lists. The result is that part-time workers, no matter how long their service to a company, are the first to be laid off. Even full-time workers in some work places treat part-timers as second class citizens.

There are exceptions. Some unions, usually those in which women or part-time workers make up a large percentage of the membership, and some employers, mostly those with unionized work places, have begun to provide equal treatment for part-time workers. Nurses, hospital workers, teachers and unionized retail clerks (in supermarkets) have made the most progress in achieving equitable treatment for part-time workers. However, most of their agreements continue to make distinctions between permanent and casual part-time workers, with the casual workers denied most benefits.

Most unions which presented briefs to the Commission made three points:

(1) Part-time work should not be expanded at the expense of full-time work;

(2) Part-time work should be voluntary;

(3) Part-time workers should receive prorated fringe benefits in organizations which provide such benefits for full-time workers.

Women's organizations emphasized the need for pensions and fringe benefits for part-time workers and the importance of opening up new and better job opportunities for part-time workers.

Employer associations were opposed to any legislation which would make payment of fringe benefits to part-time workers mandatory.

Major Findings from National Data

The major statistical data on part-time work in Canada is summarized below:

- During 1981 an average of 1.5 million people worked part-time in Canada, but more than 2.4 million Canadians held a part-time job at some time in 1981. They worked in 2.7 million part-time jobs.
- Part-time work is not a short-term phenomenon. The part-time component of the labour force is expected to increase by the end of the century to between 15 and 19 per cent of the labour force, assuming only a moderate increase in participation rates.
- For people employed, part-time work is most likely to be a work option on entry to and exit from the work force for both men and women, and during the prime working age for women. Men are therefore most likely to work part-time at two stages of their life cycle, women in at least three. (See Diagram 5, Chapter 3.)
- Seventy-two per cent of part-time workers are women; only 28 per cent are men. In contrast, women are only 35 per cent of all full-time workers; men comprise 65 per cent of all full-time workers. Also, part-time workers are younger and therefore more likely to be single than are full-time workers.
- Part-time jobs pay 79 per cent of the wage full-time jobs pay when hourly wage rates are averaged across all part-time and full-time jobs. In 1981 dollars, part-time jobs paid an average hourly wage of $6.84, while full-time jobs paid $8.64. This compensation differential between part-time and full-time jobs will be larger where full-time jobs, but not part-time jobs, also pay fringe benefits.
- Holders of part-time jobs receive low yearly incomes because the jobs involve, by definition, fewer hours per week; they are unlikely to run the whole year; and on an average hourly basis, they pay less per hour.
- Of all part-time workers who work during an

average week, at least 40 per cent work less than 15 hours and thus do not have insurable earnings to qualify for Unemployment Insurance for that week's work.

- Part-time workers, either by choice or because of barriers to their participation, work within a restricted range of industries and occupations. Three-quarters of part-time workers find work in the two industries of trade (wholesale and retail) and in community, business and personal services. Eighty-four per cent of part-time workers have service, clerical, sales, or managerial or professional occupations. Those with managerial or professional occupations are mostly nurses and teachers.
- Unionized part-time workers fare better, financially, than do non-unionized part-time workers.
- Unionization has barely touched the world of part-time work. Most part-time workers are found within the least unionized occupations. The percentage of part-time employees that belongs to a union or other group that bargains collectively with an employer is less than half the percentage of comparable full-time employees.
- Occupations which have the highest rate of unionization are relatively more attractive to men part-time workers than women part-time workers.
- The managerial and professional occupation is an exception. This group has the same rate of unionization for part-time jobs as for full-time jobs, and reflects the unionization of nurses and teachers.
- The argument that part-time work is simply another form of underemployment could not be substantiated for the majority of part-time job holders. In almost 2 million (73 per cent) of the 2.7 million part-time jobs that existed in 1981, additional hours of work each month were not wanted. Women part-time job holders were more satisfied with their current hours of work than were men.
- Additional hours of work were wanted in only 27 per cent of the 2.7 million part-time jobs.
- Less than 33 per cent of all part-time jobs lasted the full year in 1981, due to job turnover and the short length of many part-time jobs.
- The lack of job commitment part-time workers are perceived to have is not related solely to the fact they are working part-time. Rather, it is due to the sizeable group of young people working part-time, and job tenure is largely a function of age.
- Moonlighting is not an important part of part-time work.
- The Commission could not find evidence to support the argument that prime working age women are working for "pin money" or luxuries. There is evidence to support the argument that young part-time workers contribute a limited share of their household's income. Women in their prime working age who worked part-time at some stage of the year contributed approximately one-quarter of their household's paid employment income. Since their total earnings represent a considerable proportion of the household's income; since most of these women work in part-time jobs only; and since yearly income from part-time work is low, it appears that part-time work will provide few luxuries.

Major Recommendations and Their Rationale

The Commission believes that the attitudes of governments towards part-timers is the key to whether or not they will become equal participants in the work force. If governments as legislators and as employers decide to improve the status of part-time workers, private industry will soon follow suit. The Commission therefore directs the majority of its recommendations to the federal government, with the suggestion that provincial governments be encouraged to follow suit.

Definition of Part-time Work

The first priority of the Commission was to define a part-time worker. It was clear to the Commission that as long as different definitions, or categories of part-time workers exist, it would be impossible to ensure that all part-timers are treated equitably.

Analysis of the statistics on part-time jobs showed that the most common work schedule applied to less than eight per cent of the 2.7 million part-time paid worker jobs in Canada in 1981. The enormous variety in work schedules convinced the Commission that a narrow definition of part-time work based solely on the number of hours worked per week, or weeks worked per month, would exclude large numbers of part-time workers. A definition had to be written in the broadest possible terms if it was to ensure the "fair and adequate treatment for part-time workers" which was requested in the Commission's terms of reference.

The Commission therefore recommends the following definition:

A part-time worker is one who works less than the normally scheduled weekly or monthly hours of work established for persons doing similar work.

This definition should be incorporated into the Canada Labour Code and adopted in principle by all federal government departments. Employers should be free to continue to use their own operational definitions for internal purposes, but should be bound by Labour Canada's definition for purposes of employment standards legislation.

The Commission believes that this definition can provide the basis for legislative protection for the majority of part-time workers. At the same time, it will allow other government departments to adapt it to their own special purposes, such as the development of new labour standards. Similarly, private employers will be able to continue to use the variety of internal definitions which they have developed to suit their own needs.

Pensions and Fringe Benefits for Part-time Workers

The second major issue facing the Commission was the lack of pension and other fringe benefit coverage for part-time workers. This one issue was raised more often than any other at the Commission's public hearings and in written submissions. Unions, women's organizations and individual part-time workers all demanded action to allow part-time workers, many of whom work for one employer for many years, access to company pension plans and fringe benefits. Most employer associations were just as adamant in insisting that the administrative complexities and the direct costs of including part-timers in these plans would force them to reduce their part-time staff or the number of hours they worked. On the other hand, a survey of employers undertaken by Ernst & Whinney for the Commission revealed that the majority of employers (76.3 per cent) would not change their hiring patterns if they were compelled to provide part-time workers with the same benefits as full-time workers.

To assist in evaluating the claims made by both sides of this issue, the Commission retained two outside researchers, one to study the implications of prorating pensions for part-time workers and the other to evaluate the costs to employers of prorating all fringe benefits, including pensions, for part-time workers.

There is no doubt that prorating pensions and fringe benefits for part-time workers would increase costs for employers who provide these benefits to their full-time staff. (There would be no increase in cost however, for employers who do not provide benefits for any of their employees.) The estimated increased cost ranged from six per cent of a part-timer's earnings for those working 24 hours or more per week, to 18 per cent for those working 15 hours per week and over 25 per cent of income for those working less than 12 hours per week.

The Commission concluded, after taking into consideration its research findings and the opposing views of workers and management, that the only way to ensure that part-time workers are treated equitably is to include them in pension and fringe benefit plans on a prorated basis, where those plans are provided for full-time workers.

The Commission's position is based on two arguments. First, the term "fringe benefits," when used to describe such benefits as pensions, medical plans, and disability insurance is really a misnomer. Such plans are no longer considered a "fringe" benefit, but have become an integral part of the pay package in organizations which provide benefits for their employees. If that fact is accepted, then equal pay legislation at both the federal and provincial levels would make it mandatory to provide those benefits on a prorated basis to part-time workers.

Second, the argument put forward by many employer associations, that part-time workers do not need pension and fringe benefit coverage because they are covered by their spouses (if married) or by their parents (if younger workers) is based on the assumption that compensation should be based on marital or family status. Since this basis of determining salaries or fringe benefits is not applied to full-time workers, and is in fact contrary to human rights legislation at both the federal and provincial levels, it is obviously discriminatory to apply it to part-time workers.

The Commission therefore recommends that:

The federal government should amend the Canada Labour Code, Part III (Labour Standards) to introduce a new labour standard which would ensure that part-time workers are included in all fringe benefit and pension plans (on a prorated basis) where an employer provides these benefits for full-time workers doing similar work.

The Commission also recommends that because of the present economic climate, this recommendation

should be gradually phased in over a four-year period, with part-time workers with the longest service with their employer being the first to receive benefits.

In recognition of the high turnover rate of part-time workers, particularly those under the age of 25, and the high employer administrative costs of providing fringe benefits for employees who work less than eight hours per week, the Commission also recommends that some part-time employees should be exempt from receiving fringe benefits, but should receive cash in lieu of the benefits. Exempt employees would include those under the age of 25, those who work less than eight hours per week and those who have worked less than one calendar year for their employer. Full details on the implementation of this recommendation are included in the Recommendations section of the report.

It should be noted that this recommendation will not solve the problem of pension coverage for most part-time workers who work for organizations such as small businesses which do not provide pension plans for their full-time workers. Only 54 per cent of full-time paid workers in Canada have access to coverage through an employer-sponsored pension plan. Pension coverage in the three sectors of the economy where most part-time workers are found is very low even for full-time workers. Only 28 per cent of employees in the community, business and personal services sector are pension plan members, while 21 per cent of full-time workers in the trade sector have pension coverage and only 0.2 per cent of full-time agricultural workers are pension plan members.

It follows, then, that whatever improvements are made to private pension plans and whatever adaptations are made so that part-time workers may be included, the majority of part-time workers still will not have pension coverage through the private pension system because most of their employers do not provide pension plans for any of their employees.

The Commission therefore recommends:

In view of the lack of pension coverage in industries where most part-time workers are found, the above recommendations cannot be guaranteed to provide all part-time workers with adequate retirement income. Therefore, the federal government should work towards expanding the public, earnings-related pension system (CPP/QPP) to replace a higher percentage of pre-retirement earnings, preferably 40 to 50 per cent of the Average Industrial Wage. At the same time, a method should be developed to offset the higher contribution rates for low-income workers, many of whom are part-time workers.

The issue of changing the Unemployment Insurance regulations to permit part-time workers who work less than 15 hours per week to contribute to UI was also considered by the Commission. Statistics show that in 1981, 598,000 part-time workers worked between one and 14 hours in the average week. This means that at least 40 per cent of the part-time workers who were working in the average week would be excluded from UI coverage on this one criterion alone. This figure does not include multiple job holders who may be working a 40-hour week, but who do not work enough hours for any one employer to qualify for UI.

To justify inclusion of more part-timers in UI, one can use the same argument which was put forward regarding coverage under employer-sponsored fringe benefit plans. If fringe benefits are an integral part of an employee's pay package, then the exclusion of part-timers from UI benefits cannot be considered fair and equitable treatment. The Commission therefore recommends that:

Legislation should be introduced to eliminate the 15-hour minimum work week requirement for participation in the Unemployment Insurance plan and replace it with a revised system under which all employed workers working over eight hours a week would pay a straight percentage of their salary, up to a set level of maximum insurable earnings. These workers should then be covered for UI benefits on a basis prorated according to the average number of hours they worked each month.

Further recommendations of the Commission are included in the Recommendations section of the report.

Views of Participants

The views of the participants in the Commission's consultative process — the individuals, unions, women's organizations, older workers, employers and governments — played a considerable part in influencing the Commission's recommendations. Their views are summarized here.

Individuals

An analysis of the Commission's questionnaire for individuals and of their letters and briefs showed that individuals were concerned with five major problems:

- Poor pension and benefit provisions;

- Wages, pensions and benefits of part-timers were not comparable to full-time workers, and part-timers were treated as second-class citizens by employers, fellow employees and unions;
- Job security and seniority, the lack of opportunity to work extra hours to improve wages and benefits; and the fact that in many cases, part-timers are excluded from seniority lists;
- Lack of understanding of the child care responsibilities of part-time workers and lack of adequate child care facilities, or flexible hours for child care;
- Inadequate career, promotion and upgrading opportunities. Employers tend to consider part-timers for short-term needs, or for low-level jobs and find it difficult to understand that people can choose part-time work and still be committed to their jobs.

In contrast to the five major problem areas cited above, many individuals also urged the Commission to promote job sharing, a work situation in which two employees voluntarily share responsibility for one full-time position by each working a half day, a half week or a half month. The Commission accordingly undertook an investigation of job sharing, the first of its kind in Canada to the Commission's knowledge. It revealed that the job sharers who responded tended to be found in better paid jobs than other part-time workers (often in teaching and nursing) and were more likely to receive prorated fringe benefits than other part-time workers.

Unions

The Commission found that unions, which were traditionally opposed to part-time work on the grounds that it took jobs away from full-time workers, are now in a period of transition. Some unions are actively promoting the interests of part-time workers and have won good benefits for them; others are making some efforts to help part-timers while a third group of unions remains totally opposed to allowing part-time workers in their work place.

All unions expressed strong reservations about the possible encroachment of part-time employment on full-time employment and were highly critical of the present treatment of part-time workers. However, most of the unions which presented briefs took the position that part-time work is here to stay and that unions, rather than opposing it, should be working to get better salaries and benefits for part-time workers. They were willing to support the concept of part-time work on three conditions:

- that part-time work should not be expanded at the expense of full-time work;
- that part-time work should be voluntary;
- that part-time workers should receive equal pay and have access to prorated fringe benefits and pension plans.

Unions also recommended: amendments to labour standards legislation to ensure that part-timers receive the same protection as full-timers; the elimination of the 15-hour minimum work week to qualify for Unemployment Insurance; and improvements in child care for both full and part-time workers.

Women's Organizations

The majority of women's organizations were in favour of expanding opportunities for part-time work because they see it as the best way for women to combine a career with home responsibilities. They emphasize, however, that part-time work must be taken out of the job ghettos in which it now exists and made available in all industries and at all levels of an organization. They also raised many of the same issues brought forward by unions, that is, that part-time workers must have better access to unionization, better child care facilities, equal pay, prorated fringe benefits and pensions, and opportunities for promotion and training.

A few women's organizations told the Commission that part-time work, rather than being a benefit to women, has turned into a job ghetto where women are confined to low-paying, low status jobs with little opportunity for advancement and no job security. They were opposed to any expansion of part-time work until the job inequities associated with it have been corrected.

Older Workers

Older workers expressed an interest in part-time work as a work option which could replace mandatory retirement and allow them to phase gradually into retirement. The phased retirement system which is now in effect in Sweden was investigated by the Commission. It allows older workers to gradually reduce their work week, and to be paid a salary for the days they work, and a partial pension from the government for the days they do not.

The Commission recommends that:

- **The federal government should amend the Canadian Human Rights Act to do away with mandatory retirement.**
- **In view of the opposition to mandatory retire-**

ment expressed by older workers, and their interest in phased retirement, the federal government should investigate, in cooperation with the provinces, the possibility of providing flexible retirement options by changing the CPP/QPP legislation so that those workers who phase into retirement could draw a partial pension from the public system to replace earnings lost as a result of changing from full-time to part-time employment. This investigation would include an analysis of the Swedish partial pension system.

Employer Associations

The productivity of part-time workers was highly rated by all of the employer associations which appeared at the Commission hearings. Association representatives said that part-time workers were at least as productive, if not more productive, than full-time workers. The Commission found this view is supported by U.S. studies which show that part-time workers and job sharers are often more productive because they work a shorter day or week. They are more energetic, work more quickly, are more enthusiastic about their jobs and do not suffer from fatigue or burnout. They also have less absenteeism and sick leave because they are able to schedule their personal appointments on days off and cover for each other during periods of sickness.

Employer associations, whose views were understandably influenced by the poor economic climate of 1982, were strongly opposed to any legislation which would make the payment of fringe benefits to part-time workers mandatory. A few associations were willing to accept payment of fringe benefits to permanent part-time employees, but not to casual part-timers.

A survey of employers, however, revealed that the majority (76.3 per cent) of those surveyed would not change their hiring practices if they had to pay fringe benefits to part-time workers.

Governments

The Commission found that employment standards legislation at both the federal and provincial levels discriminates in some areas against part-time workers, not as a result of deliberate intent, but because the existence of part-time workers was not even considered when it was written. As a result, part-timers, particularly casual part-time workers, are denied equal access to statutory holiday pay, paid annual vacation, and maternity leave.

The treatment of part-time workers by governments as employers was also studied by the Commission. The federal government and three of the provincial governments are beginning to recognize the inequity of their treatment of their own part-time workers and are making moves towards improving it.

The federal government, although it is the largest employer in Canada, employs the smallest percentage of part-time workers of any industry which presented briefs to the Commission. With a total of 215,643 employees in the federal Public Service in 1981, approximately 1.1 per cent were part-time workers, compared to 13.5 per cent in the work force as a whole. In an effort to improve the position of its part-time workers, the federal Treasury Board in 1980 announced a new policy which would provide fringe benefits and access to the Superannuation Plan for one group of part-time workers. This group was included in fringe benefit plans in November 1982, but is still being denied access to the Superannuation Plan.

The major criticism of this part-time work policy is that it sets up two classes of part-time workers: those who work more than one-third of normal hours on a regular basis and are entitled to fringe benefits; and those who work less than one-third, or are working for a term of less than six months, and are excluded from fringe benefits and from union membership.

At the provincial level, Manitoba became in June 1982 the first province to introduce a policy of equitable treatment for permanent part-time employees. All permanent part-time employees, regardless of the number of hours per week which they work are entitled to prorated fringe benefits. Quebec is in the process of developing a policy to encourage job sharing, with prorated benefits, in both the public and private sector, while Ontario is working on a policy that would permit the payment of fringe benefits to permanent part-time workers in its public service.

These moves are the first indication that governments are beginning to recognize their responsibilities to part-time workers. The Commission believes that governments should also introduce changes in employment standards legislation to guarantee equal treatment of part-time workers. In addition, governments as employers should introduce policies which ensure fair treatment of part-time workers in the public service and the opening up of career opportunities on a part-time basis. Recommendations on these issues are included in the report.

The Future of Part-time Work

The Commission's research has shown that part-time work will continue to grow, particularly in the industrial sectors which already employ part-time workers. The Commission also believes that part-time work will gradually be introduced in many work places that have traditionally been dominated by full-time employees. It will be introduced not because employers or unions are feeling benevolent towards part-time workers, but because employers are beginning to realize that they can improve their productivity by more careful scheduling of staff, particularly in businesses which experience peak periods and long hours.

The second prediction that the Commission makes for the future is that employers are going to have to improve their treatment of part-time workers. The demands for better treatment are coming from unions, from women's organizations and from part-time workers themselves. That demand will grow.

The third and final prediction of the Commission is that the supply of part-time workers will continue to increase, mainly because today's workers are beginning to demand more flexibility in the work place. The old life cycle, in which a person finishes school, works full-time for the next 40 years and then retires to do nothing until he dies, is on the way out. Workers now want to be able to move from full-time to part-time and back again at different periods in their lives, depending upon their other responsibilities and their financial requirements.

Both men and women want to be able to share child care responsibilities, particularly when their children are young. All workers want to be free to return to school, or to retrain for a new career, or perhaps test out a new occupation, on a part-time basis. Older workers in their fifties and sixties want to enjoy more leisure time, while many of those past normal retirement age want to continue to work, but prefer part-time work. For all of these reasons, the Commission believes that there will be a continuing increase in the supply of people who prefer to work part-time — not always as a permanent choice, but at various periods in their lives.

Governments, employers and unions also have a choice. They can accept the fact that workers' attitudes are changing and encourage increased flexibility in the work place, or they can mount a delaying action which could postpone these changes for a few years. In the long run the changes are inevitable.

RECOMMENDATIONS

Definition of Part-time Work

1. The federal government should adopt a definition of part-time work which is written in the broadest possible terms so that it will include all part-time workers. The Commission recommends the following definition:

A part-time worker is one who works less than the normally scheduled weekly or monthly hours of work established for persons doing similar work.

This definition should be incorporated into the Canada Labour Code and adopted in principle by all federal government departments. Employers should be free to continue to use their own operational definitions for internal purposes, but should be bound by Labour Canada's definition for purposes of employment standards legislation.

General Recommendations

2. Part-time work should be recognised as a necessary component of the labour market. If it is fairly remunerated, it has advantages for employees, employers and society as a whole. Part-time work should be encouraged at all job levels and in all industries as:

(a) part of an overall strategy designed to give workers more flexibility in planning their work and home responsibilities; and

(b) part of a process of social change which would encourage men and women to adopt a division of remunerated jobs, housework, and family responsibilities.

3. Part-time work should not be expanded at the expense of full-time work. Employers should be encouraged to ensure that existing full-time employees do not lose their jobs as the result of the introduction of part-time work.

4. Part-time work should be voluntary. Employers should not turn full-time positions into part-time without prior discussion with workers and/or unions.

Recommendations on Pensions and Fringe Benefits

5. The federal government should amend the Canada Labour Code, Part III (Labour Standards) to introduce a new labour standard which would ensure that part-time workers are included in all fringe benefit and pension plans (on a prorated basis) where an employer provides these benefits for full-time workers doing similar work.

(a) Because of the present economic climate, implementation of this recommendation should be carried out over a four-year period, based on the following schedule:

(i) part-time workers with more than ten calendar years of service with their employer should be included in the first year;

(ii) part-time workers with more than five calendar years of service with their employer should be included in the second year;

(iii) part-time workers with one or more calendar years of service with their employer should be included in the third year;

(iv) part-time workers with less than one calendar year of service should begin to receive cash in lieu of benefits in the fourth year.

(b) Some part-time workers should be exempt from participating in the fringe benefit and pension plans. Instead they should be paid cash in lieu of benefits and these benefits should be phased in according to the schedule in (a) above. The exempt part-time workers should include:

(i) Those under the age of 25, who according to Canadian Human Rights Benefit Regulations, may be excluded from fringe benefit plans because of age, provided that they are allowed to participate voluntarily prior to that age in plans where the employees contribute;

(ii) Those who work less than eight hours per week;

(iii) Those who have worked less than one calendar year for their employer;

(iv) Those who work for an employer who, in the opinion of Labour Canada, would find it administratively impractical to prorate fringe benefits.

(c) Part-time workers who work on a seasonal or part-year basis should also be allowed to participate in the plans or receive cash in lieu on the same basis as other part-time workers.

The Commission also makes the following additional recommendations regarding pensions and fringe benefits:

6. Formulae adopted to calculate earnings and/or length of service should result in pension benefits for part-time workers which are proportionate to those earned by full-time workers after allowance is made for different hours of work.

7. The federal government should amend its pension benefits standards legislation, and encourage those provinces where such legislation exists to do the same, so as to remedy the present shortcomings of existing private pensions in the area of vesting, indexing and portability, all of which result in inequities for both part-time and full-time workers.

8. In view of the lack of pension coverage in industries where most part-time workers are found, the above recommendations cannot be guaranteed to provide all part-time workers with adequate retirement income. Therefore, the federal government should work towards expanding the public, earnings-related pension system (CPP/QPP) to replace a higher percentage of pre-retirement earnings, preferably 40 to 50 per cent of the Average Industrial Wage. At the same time, a method should be developed to offset the higher contribution rates for low-income workers, many of whom are part-time workers. (See also Recommendations 13 and 14.)

9. Legislation should be introduced to eliminate the 15-hour minimum work week requirement for participation in the Unemployment Insurance plan and replace it with a revised system under which all employed workers, working over eight hours a week, would pay a straight percentage of their salary up to a set level of maximum insurable earnings. These workers should then be covered for UI benefits on a basis prorated according to the average number of hours they worked each month.

Recommendations to the Federal Government

10. The federal government should amend the Canada Labour Code, Part III (Labour Standards) to:

(a) ensure that part-time workers receive the same protection, rights and benefits (on a prorated basis) as those now guaranteed to full-time workers;

(b) ensure that seasonal workers who work regularly each year for the same employer are allowed to participate in employer-sponsored benefit plans on the same basis as other part-time workers, and ensure that these workers are also allowed to accumulate credit for their months of employment so as to enable them to gain seniority for salary increments, lay-offs and recalls;

(c) introduce a new labour standard to establish the minimum number of hours per day for which a part-time employee must be paid if he/she is called in to work.

11. The federal government should encourage provincial governments to amend their labour standards legislation to provide workers under their jurisdiction with the protection, rights and benefits outlined in Recommendations 5 and 10 above.

12. Part-time workers should receive equal pay for work of equal value, regardless of the average number of hours per week or month which they work. The Commission therefore urges the federal government to encourage all jurisdictions which do not presently include the "equal value" concept in their legislation (that is all except the federal government and Quebec) to adopt it.

13. The federal government should amend the Canadian Human Rights Act to do away with mandatory retirement to enable older workers to work part-time.

14. In view of the opposition to mandatory retirement expressed by older workers, and their interest in phased retirement, the federal government should investigate, in cooperation with the provinces, the possibility of providing flexible retirement options by changing the CPP/QPP legislation so that those workers who phase into retirement could draw a partial pension from the public system to replace earnings lost as a result of changing from full-time to part-time employment. This investigation would include an examination of the Swedish partial pension system.

15. All Canada Employment Centres should establish a part-time workers' "desk" to:

(a) receive applications from and provide counselling for persons seeking part-time jobs;

(b) receive orders from employers for part-time job opportunities;

(c) endeavour to fill part-time job opportunities with individuals seeking part-time jobs;

(d) assist those interested in job sharing to find a job sharing partner and urge employers to consider applications from job sharing "teams";

(e) encourage employers to indicate on job

placement advertising that "this position is open to full or part-time applicants."

16. Canada Employment and Immigration job training programs, particularly in the technical and vocational areas, should be provided on a part-time basis to:

(a) assist unskilled workers to break out of their job ghettos;

(b) help re-entry women by providing flexible hours of training which coincide with children's school hours;

(c) target retraining programs for part-time workers whose jobs are disappearing as a result of technological change.

17. Labour Canada should publish an information pamphlet on part-time work and job sharing which would be available to employers, prospective part-time workers and job sharers at all Labour Canada and Employment Canada offices.

18. Funding should be available to assist non-profit organizations to establish educational and information programs for employers and workers regarding alternative work arrangements.

19. The federal and provincial governments should cooperate to institute a Canada Child Care Act to ensure the adequate funding of a system of non-profit, affordable, accessible, high quality child care facilities with the flexibility to meet the needs of parents who work part-time and their children.

Recommendations to Governments as Employers

20. The federal Treasury Board policy on part-time work within the federal Public Service should be implemented as promised, by amending the Public Service Superannuation Act to provide all part-time employees with prorated pension benefits.

In addition, the following changes should be made in the part-time work policy:

(a) The classification of part-time workers based on the number of hours worked, or the number of months worked, should be abolished;

(b) Managers should be given incentives to encourage part-time work and job sharing in their departments;

(c) Part-time workers should be given access to opportunities for promotion and training;

(d) The Public Service Staff Relations Act should be amended to give all part-time employees the right to unionize.

21. The role of the Equal Opportunities for Women office within the federal Public Service should be expanded to give it the responsibility for encouraging flexible work arrangements such as part-time work and job sharing within the Public Service.

Recommendations Regarding Labour Relations

22. The Canada Labour Relations Board, which has a policy of including both full-time and *regular* part-time workers in the same bargaining unit, should also include all other part-time workers in those same bargaining units.

23. Labour Canada should encourage the unionisation of part-time workers by urging provinces which prescribe separate bargaining units for part-time workers to integrate all part-time employees into the same collective bargaining unit as full-time employees doing the same work.

24. Labour Canada should encourage all trade unions and other employee associations to:

(a) work towards equitable treatment of part-time workers by bargaining for equal pay, prorated benefits and access to the same seniority lists as full-time workers;

(b) promote alternative working arrangements and assist members who may be seeking more flexible working arrangements;

(c) involve their part-time workers more fully in union activities.

25. The federal government should encourage employers, including government, to:

(a) offer part-time work throughout the whole spectrum of skills and occupations and at all levels of their organizations;

(b) provide part-time workers with access to training programs, promotional opportunities, job security and seniority on a basis comparable to their full-time counterparts;

(c) allow both male and female employees to have the option of reducing their work week, with a proportional reduction in wages and benefits,

for a period of time to meet lifestyle changes such as birth of a child, approaching retirement, excessive stress or the desire for more leisure;

(d) consider providing more flexible retirement options by allowing those who have previously been employed on a full-time basis to phase into retirement by working part-time while at the same time:

(i) continuing contributions to the pension plan; and/or

(ii) receiving a partial pension.

Recommendations to Statistics Canada

The Commission recognizes the invaluable work Statistics Canada does in collecting data on part-time work, and recommends that this work be extended.

26. Statistics Canada should examine in more detail the reasons people work part-time at different stages of their life-cycle. Of particular interest is a clearer distinction between involuntary and voluntary part-time work; the relationship between household income and the age of women working part-time; the "other" reasons older men workers give for working part-time; and removing the perceived ambiguity of some of the questions on the reasons for working part-time.

27. Labour Canada and Statistics Canada should jointly conduct a special longitudinal survey on part-time workers in order to trace more clearly the relationship between women entering and leaving the part-time labour force and their stage in the life-cycle. A crucial concern of this study would be an examination of the use of part-time work by women re-entering the labour force.

28. Statistics Canada should attempt to distinguish between casual/on-call part-time workers and permanent part-time workers. The Commission is aware that collecting statistics to distinguish between these two groups will not be a simple task, but does feel it should be attempted.

29. Statistics Canada should determine if its job tenure measure contains a bias against part-time workers.

30. Statistics Canada should seek to determine the number of full-time workers who wish to work fewer hours per week, and the reasons for not doing so.

31. Statistics Canada or Labour Canada should include questions in one of their surveys to provide estimates of the number of part-time workers who receive each of the main fringe benefits.

32. Labour Canada and Statistics Canada should jointly conduct a special survey to up-date and extend knowledge on the work-related activities of older workers.

CHAPTER 1

Part-time Work: Advantages and Disadvantages

A. Advantages for Society as a Whole

The advantages and disadvantages of part-time work for individuals and employers were hotly debated during the Commission's hearings across the country, but when it came to the effect of part-time work on society as a whole, almost all of the views were supportive. Unions, women's organizations and individuals all agreed that part-time work is here to stay, and that if it is chosen voluntarily, and if part-timers are treated equitably with full-time workers, it has many advantages.

The only negative view was the concern expressed by many unions that part-time work should not be used as a solution to unemployment and that any expansion of the part-time work force should not be at the expense of existing full-time jobs.

Why has part-time work grown so rapidly? S.D. Nollen, an American who has written extensively on part-time work from the manager's perspective, believes that its rapid growth in the past ten to fifteen years has occurred as a result of some of the key social and economic developments of this period, among them:

- the rapid increase in new jobs, many of them part-time, which occurred in the sixties and seventies;
- the rising labour force participation of women;
- women's concern for maintaining career interests and job skills while they raise their families;
- the emerging awareness that men should have the opportunity to devote some of their time and energy to child rearing, housekeeping, education or other interests;
- the increased longevity of the population; and
- increased awareness that handicapped people can contribute to the economic life of the country.[1]

The social advantages of part-time work are many. It provides an opportunity for individuals who cannot work full-time, because of family responsibilities, education, health or age, to participate in the economic life of the country, to develop their skills and personality and to establish contact with other people. It provides an opportunity for both parents to participate in child care and in the work force.

Part-time work reduces the high cost of education for all taxpayers, since young students can partially support themselves, thereby reducing society's support of the education system. In turn, society benefits when the young, who have been educated or trained at public expense, become productive members of society.

Society benefits too, from the productive contribution of older workers who choose to work part-time. Taxpayers as a whole also benefit when these workers supplement their fixed retirement income and thus reduce demands on means-tested income assistance programs.

Certain groups in society also derive economic benefits because part-time work increases the standard of living of many Canadian families, who, if they had to subsist on one income, would drop below the poverty line. Part-time work helps to retain and maintain in the labour force workers whose skills might otherwise be lost.

During periods of high unemployment, job sharing and work sharing provide employment opportunities for many who would otherwise be unemployed. Part-time work helps to reduce the economic uncertainty for families in which both spouses work, because they are less vulnerable to economic hardship if one or the other loses his job.

Society seems to have much to gain through the continuing use of part-time work. But what about the advantages and disadvantages for the people actually involved in part-time work — the employees and employers?

The following tables summarize the pros and cons of part-time work from their point of view. (It should be noted that not all of these advantages and disadvantages are universal; most situations have their own specific set of pros and cons.)

[1] Nollen, S.D., Eddy, B.C., and Marvin, V.H. *Permanent Part-time Employment: The Manager's Perspective.* Praeger. 1978.

B. The Individual

1. Advantages

a. Flexible Life Style

i. – Part-time work offers individuals some freedom to choose a life style that combines work and other responsibilities or interests, for example:

- It enables parents to spend more time with their children.
- It provides time for continuing education or training.
- It provides extra leisure for travel, sports, hobbies or community activities.
- It reduces fatigue and stress for workers in high-stress jobs.

b. Job Opportunities

i. – Part-time work provides job opportunities and partial income for those not able to work full-time, e.g. — students, older people, parents with young children, disabled people and those in poor health.

ii. – It maintains an individual's status with an employer, "keeps a foot in the door" for the future.

iii. – It provides a partial income when full-time jobs are not available.

c. Participation in Society

i. – Part-time work enables individuals who cannot work full-time because of other responsibilities, to participate in the economic life of the country.

ii. – It provides intellectual and social stimulation for those, such as parents of young children or older people, who would otherwise be confined to their homes.

iii. – Part-time work helps workers to maintain their vocational or professional skills and thus eases their return to the full-time work force.

iv. – It enables young people, or those returning to the work force, to gain practical on-the-job experience.

2. Disadvantages

a. Economic

i. – Part-time work, in most cases, provides less income than a full-time job, while job-related expenses remain almost the same.

ii. – It is usually found in low skilled and low paying jobs.

iii. – Fringe benefits and pension plans are less available to part-time workers than to full-time workers.

iv. – Part-time workers have less job security because they are often the first to be laid off.

b. No Career Paths

i. – Part-time work provides little opportunity for training or promotion.

ii. – Long-range career planning is difficult, if not impossible because of the stereotype that part-timers are not serious about their careers.

iii. – Part-time work, as it exists today, is a job ghetto for women and students.

c. On-the-Job Difficulties

i. – Communications difficulties with supervisors and other workers may develop because part-time workers are not always available.

ii. – Conflict may occur with full-time workers, who often treat part-timers as second class citizens.

iii. – Scheduling, particularly for on-call workers, may conflict with other commitments.

C. The Employer

1. Advantages

a. Reduced Costs

i. – Part-time work reduces wage costs because employees can be scheduled to work only during peak periods of business.

ii. – Part-time work can reduce overtime, when it is scheduled to fill extra shifts.

iii. – Because part-timers work shorter hours and are able to schedule personal appointments during their free time, their absenteeism is less than that of full-time workers.

iv. – Part-time workers are late less often than full-time workers.

v. – Turnover can be reduced if a company can retain, on a part-time basis, skilled workers who might otherwise leave because of child care responsibilities or retirement.

vi. – Part-time work allows a better use of capital investment in equipment without resorting to overtime.

vii. – It provides greater variety of skills for a lower cost than full-time.

viii. – It provides more flexibility in scheduling holidays, training programs, etc. for full-time staff.

b. Improved Productivity

i. – Part-time workers experience less fatigue because they work shorter hours.

ii. – Tedious job routines or mentally stressful jobs are more efficiently handled by part-time workers over shorter periods of time.

2. Disadvantages

a. Administrative Costs

i. – The administrative overhead for part-time work is higher because the cost of hiring, training and records keeping must be written off against fewer hours of work.

ii. – The work load of supervisors is increased as they have more individuals to supervise.

b. Fringe Benefits

i. – Fringe benefit costs will be higher per labour hour if part-time workers are given prorated fringe benefits, and considerably higher if they are given full fringe benefits.

c. On-the-Job Problems

i. – Objections to part-time workers by unions or full-time employees could cause dissension in the work place.

ii. – Internal communications require more attention and planning because part-time workers are not always on the job site.

Do the advantages of part-time work outweigh the disadvantages? Almost all agree that part-time work is advantageous to society as a whole. But there is much more discussion as to whether, and under which conditions, the advantages outweigh the disadvantages to the person who works part-time and to the employer who employs part-time workers. The chapters that follow will explore the arguments and views of Canadian individuals, groups, unions and employers on this issue.

CHAPTER 2

What is Part-time Work?

A. The Search for a Definition

The first major international study of part-time work, a 50-nation survey conducted by the International Labour Organization in 1963, concluded that "there is no universally recognized definition of part-time employment . . . In most countries there is no statutory description of the concept, and no definition is accepted for all purposes."

In the 20 years since that time, a period of rapid growth of part-time work in many countries, very little progress has been made in arriving at a definition. In most countries there is still no statutory description of the concept, and different definitions are adopted for different purposes. However, most of the industrialized nations are now struggling to settle on a definition that is acceptable to government, employers, unions and to part-time workers themselves.

Why is it necessary to have a definition? Quite simply, if government is to formulate policy concerning the treatment of part-time workers, it requires a precise definition that will allow policy makers to determine exactly who will be affected.

In Canada, there are at least three different definitions in use at the federal level and numerous definitions in use by various industries and individual employers. To try to bring them all down to one common denominator is not an easy task.

The major issue which arose during the Commission's work was whether government should be urged to adopt an all-encompassing definition which would include all types of part-time workers, or whether the definition, particularly for legislative purposes, should be a very limited one including only regularly scheduled permanent part-time workers.

B. Types of Part-time Workers

Before developing a definition of part-time work, it is useful to describe the various types of workers who are considered to be part-time. Nine basic types of workers are described here, but it should be pointed out that all of these can be broken down into further sub-classifications — and often are. One employer, a large provincial university, told the Commission that it has 16 different classifications of full and part-time workers.

The nine classifications of part-time workers commonly used are:

(1) Regular or permanent part-time employees are those who work less than the normal weekly or monthly hours, but have a continuing attachment to their employer.

(2) Casual or contingent part-time employees are employed on an "on-call" basis when required. Their hours may vary from only a few hours per week to almost full-time, depending upon the requirements of their employer.

(3) Temporary part-time employees are hired for short periods of time. Their hours may be full or part-time and they may be employed intermittently by the same firm a number of times.

(4) Job sharing is a new version of regular or permanent part-time employment in which two or more employees voluntarily share responsibility for one position.

(5) Work sharing is a temporary reduction in work hours accepted by a group of employees during economic hard times, usually as an alternative to layoffs.

(6) Short-time employees are those who normally work full-time, but who are temporarily forced to work part-time due to lack of full-time work.

(7) Seasonal employees, or part-year workers, are those hired to meet seasonal changes in an employer's demand or supply of labour. They may work either full or part-time.

(8) Contract employees, often self-employed people, are those hired on either a full or part-time basis for a limited duration of time.

(9) Phased retirement is a type of part-time employment chosen by employees who gradually change, over a period of several years, from full-time to retired status by reducing their work days or hours.

The Commission conducted research and received submissions which focused on five of the nine types of part-time workers:

- regular part-time
- casual part-time
- temporary part-time

- job sharing
- phased retirement

C. Definitions of Part-time Work

This section will discuss briefly the major definitions of part-time work now in use, or proposed, at the international level and in Canada. The Commission recognizes, of course, that definitions differ according to the specific purposes for which they are written.

1. International Definitions

International Labour Organization (ILO) and Organization for Economic Cooperation and Development (OECD) Definition

Part-time employment is regular, voluntary employment carried out during working hours distinctly shorter than normal.[1]

The two key words in this definition are "regular" and "voluntary". The word "regular" excludes all casual and temporary workers, while the word "voluntary" excludes short-time employees and those involved in work sharing. The ILO definition thus restricts the meaning of part-time work to the regular or permanent part-time category outlined above.

There is another drawback to this definition in that it does not "determine the number of hours that constitute part-time employment nor does it establish how much working time is distinctly shorter than normal."[2]

However, despite its shortcomings, the ILO definition has been followed in studies for a number of other organizations. It was used in the well-known study for the OECD by Jean Hallaire (1968), Olive Robinson's (1979) survey for the European Economic Community, the American Society for Personnel Administration's (1974) annual survery in conjunction with the Bureau of National Affairs, the annual survey by the Canadian governnment's Pay Research Bureau (1981), and the occasional Survey of Labour Costs by Statistics Canada (1981).

European Economic Community Definition

Part-time work: work performed on a regular basis in respect of which an employer and a worker agree to shorter working hours than the normal hours of work.[3]

The normal hours of work are defined as those hours for any particular category of worker established by legislation, by collective agreement or by agreement concluded at the level of individual establishment or undertaking.

The EEC definition is part of a proposal for a Council directive on voluntary part-time work which has still to be approved by all member countries and the European parliament before it becomes law in the member countries. The need for a common definition for all EEC countries was explained by Dr. Chris A. Jecchinis, who did a research project on part-time work in Europe for the Commission:

> . . . some countries simply define part-time employment as daily or weekly employment for shorter than normal or statutory hours of work; others define it for certain purposes by reference to a fixed maximum number of working hours, and others again as employment within a fixed range. Workers employed part-time on a second job, whether it is additional to full-time employment or not, are included in the part-time labour force in some countries, but excluded apparently in others . . .
>
> Part-time employment statistics reflect thus the divergencies in definition and those that are found in labour statistics generally. It depends therefore on who is counted as a part-time worker, and on what basis the judgement is made when information is collected in a household survey or a reflection of how the worker views his/her employment in a given situation. Robinson points out that often it is impossible to distinguish, using part-time employment statistics, between people working voluntarily on a part-time basis and those who prefer to work full-time if they could finds jobs, and between persons working regularly or normally on a part-time basis and those doing so only occasionally — not to speak of some workers who may not declare part-time jobs for fiscal reasons and do not appear in the statistics at all.

Great Britain's Definition

Part-time workers are those who work 30 hours or less per week, excluding meal breaks and overtime.[4]

A further definition is included in the Employment Protection Act, which provides that various employment rights are given to:

- employees working 16 or more hours a week; or
- employees who have five years or more *continuous* employment with their employers and work eight hours or more a week but less than 16 hours.

---

[1] International Labour Organization. "An international survey of part-time employment." *International Labour Review* 88 (1963).

[2] Nollen, Stanley, D. *Permanent Part-time Employment.* Praeger, 1978.

[3] Council of the European Communities. *Proposal for a Council Directive on Voluntary Part-time Work.* January 1982.

[4] Scarff, Elisabeth A.E. *A Report on Part-time Employment in Britain.* 1982.

Elisabeth Scarff, who conducted a research study on part-time employment in Britain for the Commission, pointed out that the first definition above, while not a legal one, is generally accepted in Britain. The second definition, which excludes seasonal or short-time workers, was developed on the principle that before benefits were provided to part-time workers the employees should have evidenced some commitment to a job. The minimum hours were originally set at 21, but reduced to 16 in 1976.

United States' Definition

Part-time employment means regularly recurring work performed on a schedule of from 16 to 32 hours per week.

This definition applies to federal government employees who may be scheduled to work a portion of each day or for a selected number of days each week.

2. Canadian Definitions

At first glance, Canada seems to have an abundance of definitions, but the Commission recognizes that they are necessary for various statistical purposes. The definitions used by Statistics Canada include:

Statistics Canada (Labour Force Survey) Definition

Part-time employment consists of all . . . persons who usually work less than 30 hours per week.[5]

This definition stipulated less than 35 hours per week when it was first developed in 1953, but was changed to 30 in 1975 to reflect the gradual decrease in the normal work week in Canada. It includes regular and involuntary part-time employees. The one criticism of this definition is that while it includes all types of part-time workers, it has not been able to distinguish between regular, casual and seasonal part-timers.

Statistics Canada (Annual Work Patterns Survey) uses the "less than 30-hour per week" definition above, but makes a further distinction to include part-year, part-time workers and full-year, part-time workers.[6]

Statistics Canada (Employee Compensation Survey) Definition

A part-time employee is a person who regularly works substantially fewer hours than the standard work week of the establishment. A casual employee is a person hired for discontinuous periods or on an irregular basis.[7]

Federal Treasury Board Definition

A part-time government employee is an employee with a continuing attachment to the work force who is appointed for a term of more than six months and who is ordinarily required to work less than the normally scheduled daily or weekly hours of work . . . but more than one-third of these hours.

Canada Employment and Immigration Advisory Council Definition

Part-time employment is defined as a work schedule other than regular full-time, year-round employment offered by an employer and accepted by an employee.[8]

This definition, which was developed by CEIAC for its 1981 report on part-time work, has not yet been adopted for use by any government department. It is a broad one which includes all of the categories of part-time work listed in Section B above, with the exception of short-time workers and those who are work-sharing, both of which are not considered voluntary. It includes part-year as well as part-week workers.

a. Provincial Governments

The employment standards legislation in all Canadian provinces makes no explicit distinction between a full-time and part-time employee. However, when the term employee is defined, certain occupations, among them agricultural workers, construction workers, fishermen, loggers and domestics, are excluded in some or all provinces from certain employee benefits which are compulsory for other workers.

Ontario Labour Relations Board Definition

A part-time employee is one who works less than 24 hours per week.

This definition is believed to have been established in 1944 or 1945 as the result of a Labour Relations Board decision regarding the certification of part-time workers as part of a bargaining unit. It was chosen because it represented one-half of a normal work week which at that time was 48 hours. The Board ruled that part-time workers who worked 24 hours or less per week did not have a community of interest with those who worked 25 hours a week or more. This definition is still used by the Ontario Labour Rela-

---

[5] This definition excludes those who usually work less than 30 hours but consider themselves to be full-time workers (e.g. airline pilots). Statistics Canada. *The Labour Force Survey.* Cat. 71-001.

[6] Statistics Canada. *Patterns of full and part-year employment and unemployment.* Catalogue 71-531, 1982.

[7] Statistics Canada. Employee Compensation in Canada. Catalogue 72-619, 1978.

[8] Canada Employment and Immigration Advisory Council. *Elements of a Policy on Part-time employment. 1981.*

tions Board despite the fact that the work week in some cases has dropped to 35 hours or less.

D. Employer Views on a Definition

The employer associations which addressed the issue of a definition of part-time work in their briefs to the Commission were on the whole opposed to the introduction of one overall definition to encompass all part-time workers. The Retail Council of Canada, whose members are one of the largest employers of part-time workers, explained their need for a variety of definitions:

> The terms of reference of the Commission seem to imply that it is desirable and possible to establish a universal definition of part-time employment. So diverse are the arrangements which have recommended themselves to employers and employees in the scheduling of part-time work that we believe that it is not realistic to attempt a single definition.
>
> This circumstance has been recognized *de facto* in the provincial legislation which regulates various aspects of the treatment of part-time employees. The characteristics of the employment which are meaningful for one employer obligation or need are unsuitable for another. For instance, most provinces have separate qualifications for entitlement for part-time employees, for pay for public holidays and for vacation entitlement. There is a federal definition for unemployment insurance coverage, and within the private sector, firms establish differing sets of criteria for entitlement to various types of benefit plan. In this last mentioned grouping there are often hierarchies of entitlement within the general part-time classification. One degree of attachment provides entry to a basic group of benefits, a higher attachment to an expanded group, and there may even be a third category in some companies.
>
> These arrangements, on cursory examination, may seem to lack symmetry, and for this reason be the object of criticism. Our view is that, contrary to the view that may emerge from a superficial examination, a variegated system is, in fact, the least wasteful from an economic point of view, and the most useful from the point of view of the part-time employee. A system which respects the nature of the relationship with the employer and the needs of the employee is likely to deliver the most satisfaction.

The Canadian Bankers' Association told the Commission that the banking industry uses the terms "part-time", "casual" and "temporary" to denote different types of employment relationships. Banks define a part-time employee "as a person who is engaged to work fewer hours than the standard work week of the bank on a regular, scheduled and continuing basis." It is clear that their definition includes only one type of part-timer, the regularly scheduled person.

The Canadian Chamber of Commerce said that it believes that the under-30-hour per week definition now used by Statistics Canada and the proposed definition of CEIAC are "too broad for practical use . . . The different categories of workers have varying needs and expectations. They are also viewed differently by employers: a regular part-time employee will normally have more responsibility assigned to him/her than a casual part-time worker."

The Canadian Manufacturers' Association was the only major employer association which approved the CEIAC definition. The Association explained:

> This definition is very broad, but is appropriate because it embraces the many variations in part-time employment arrangements.
>
> It is necessary, however, to define part-time work more specifically for certain purposes. For example, labour relations boards usually require that a person work at least 24 hours a week in order to be considered a member of the bargaining unit. This is to ensure a sufficient relationship between part-time workers and those employed on a full-time basis. Labour standards legislation usually requires a specified amount of work in order to establish eligibility for public holidays. Again, this is appropriate because public holiday legislation is intended to provide a paid break for individuals with an established attachment to the employer in the weeks immediately preceding the holiday.

It is clear from these views that employers prefer a multiplicity of definitions, particularly when the definitions are to be used to define employee benefits for part-time workers.

E. Union Views on a Definition

A definition of part-time work was not specifically mentioned in the majority of union presentations to the Commission. However, the overall thrust of their briefs — that all part-time workers should be treated in a fair and equitable manner compared to full-time workers — leads to the assumption that unions would favour a definition which includes all types of part-time workers.

This view was emphasized by a few unions with large numbers of part-time workers, the National Union of Provincial Government Employees (NUPGE) and various nurses' unions. NUPGE emphasized that the commonly-held view that most part-time workers are regular, permanent workers "does not reflect the actual situation."

> In fact, studies indicate that regular part-time workers are far outnumbered by those who work on a casual or intermittent basis. Statistics from our

membership indicate that there are approximately 3,200 regular part-time workers (defined as employees working fewer than normal hours on an ongoing, regularly scheduled basis); and about 32,000 who work as temporary part-time (seasonal, relief, term or project employees).

Given the prevalence of irregular part-time work, it is imperative that it be included in any legislative definition of part-time work. Labour standards legislation should ensure that all workers receive at least minimum standards of working conditions and benefits, regardless of hours worked.

The Ontario Nurses' Association is also seriously concerned about the problem of defining a part-time worker:

> The . . . Association defines a part-time nurse as a nurse who works less than the normal full-time hours per week. Within the hospital setting, however, the employer has a two-tier definition for part-time nurses. A "regular" part-time nurse is a nurse who regularly works less than the normal full-time hours and makes a commitment to be available for work on a regular predetermined basis. All other part-time nurses are categorized as "casual."
>
> This distinction by the employer is based on the difference in scheduling and what the employer interprets as the varying degrees of commitment of the respective nurses to the job. "Casual" part-time nurses are often called in to work at very short notice and do not have the advantage of the so-called "regular" part-timer who can arrange her time around a predetermined schedule.
>
> The employer argues that the commitment of the "casual" part-time nurse is less than that of the "regular" part-time. This, of course, is nonsense. In theory, the "casual" part-time nurse has the right to refuse work but she is usually reluctant to refuse frequently because the hospital would then stop calling. Obviously, the "casual" part-time nurse is in a very vulnerable position because of her insecure scheduling arrangement.
>
> ONA does not accept that these scheduling arrangements should be the basis for an inferior rate of pay and other working conditions. After all, when working, regardless of the schedules, all nurses are equally accountable and governed by the same standards of practice.

Another difficulty that was raised by the ONA was the fact that some part-time workers can be both regular and casual workers. The Association cited a research study of their membership which revealed that 12 per cent of the regular part-time nurses have a second part-time job in nursing and that 7.3 per cent of the casual part-time nurses have a second job in nursing.

Monica Townson, in her research study on pensions for the Commission, expands on this problem.

> At the present time (the month of September, 1982), there are about 82,000 multiple job-holders who work less than 30 hours a week at their main job, while holding other jobs where they may work from one to 30 hours per week.[9] In combination, the hours worked are equivalent to those worked by a full-time employee, but because they are employed by two or more employers, these workers might not qualify for pension plan membership with any of their employers.

The Northwest Territories Public Service Association also raised the issue of the division of part-timers into regular and casual, with the casual employees denied most fringe benefits. They point out that in the Territories, where the majority of the population is indigenous, many native people prefer part-time work because it allows them to "continue to honour, to some extent, their traditional life style." Others work part-time because permanent full-time positions are not available.

The Association says that "although the Government of the Northwest Territories is committed to enhancing the number of native employees in the public service, the Association remains concerned that these individuals, especially those employed as casuals, must be treated more equitably . . ."

It seems clear that as long as different definitions, or categories of part-time workers exist, it will be very difficult to ensure that all part-timers are treated equitably.

F. The Commissions's Definition

In arriving at a definition, the Commission considered not only the views of individuals, unions and employers, and the precedents of the past, but also examined the new Survey of 1981 Work History on part-time jobs which was done for the Commission by Statistics Canada. (See Chapter 3, B, 1.) This survey revealed very clearly that a definition of part-time work had to be written in the broadest possible terms if it was to ensure the "fair and adequate treatment for part-time workers" which was requested in the Commission's terms of reference.

The Commission found that when the hourly, daily, and weekly schedules of part-time jobs were examined, the most common schedule applied to less than eight per cent of the 2.7 million part-time jobs in Canada in 1981. And, the 11 most commonly reported schedules together accounted for less than half of the jobs. Moreover, at least one-quarter of the

[9] Statistics Canada. *Labour Force Survey.* Unpublished data.

part-time jobs fluctuated in their usual work schedules from month to month.

From this national data and the evidence submitted at the public hearings, the Commission concluded that a narrow definition of part-time work, based solely on the number of hours worked per week, or weeks worked per month, would exclude large numbers of part-time workers. It therefore recommends:

The federal government should adopt a definition of part-time work which is written in the broadest possible terms so that it will include all part-time workers. The Commission recommends the following definition.

A part-time worker is one who works less than the normally scheduled weekly or monthly hours of work established for persons doing similar work.

This definition should be incorporated into the Canada Labour Code and adopted in principle by all federal government departments. Employers should be free to continue to use their own operational definitions for internal purposes, but should be bound by Labour Canada's definition for purposes of employment standards legislation.

The Commission believes that this definition can provide the basis for legislative protection for the majority of part-time workers. At the same time, it will allow other government departments to adapt it to their own special purposes, such as the development of new labour standards. Similarly, private employers will be able to continue to use the variety of internal definitions which they have developed to suit their own needs.

CHAPTER 3

Part-time Workers and Part-time Jobs

The Commission asked Dr. Marilyn Mohan of Vancouver to examine part-time work in two national surveys of employment. This chapter (and the data in Appendix C) reproduces Dr. Mohan's report to the Commission.

Summary

(1) More than 2.4 million Canadians held a part-time paid worker job at some period during 1981.

(2) Part-time work is not a short-term phenomenon. It will continue to be an important part of the Canadian labour market.

(3) For people employed, part-time work is most likely to be a work option on entry to and on exit from the work force, for both men and women; and, during the prime working age for women. Men are therefore most likely to work part-time at two stages of their life cycle, women in at least three.

(4) A definition of part-time work which hopes to reflect the reality of the work place must be broad in order to encompass the variety of work schedules in part-time jobs. In general, part-time workers are offered work entailing some hours per day for some days per week for all weeks of the month, but the jobs last less than the full year. However such generalizations mask the variety of work schedules that exist. The most common work schedule applies to only eight per cent of all part-time jobs.

(5) Part-time jobs are more likely than full-time jobs to experience fluctuations in hours worked from month to month, but only one-quarter of part-time jobs have fluctuating hours. The most frequent reason given for a part-time job fluctuating in hours was because the worker was on-call. From the worker's viewpoint only, a change in hours worked appears to suit the employer's circumstances more often than the employee's.

(6) The argument that part-time work is simply another form of underemployment could not be substantiated for the majority of part-time job holders. The majority did not want additional hours of work each month, and women part-time workers were more satisfied with their current hours than were men.

(7) The chief reason why additional hours (when wanted) were not worked was due to the worker not being offered additional hours. (It should be remembered that this response was given in January 1982, during the current recession.) Personal constraints such as the worker's own illness or disability, and personal and family responsibilities, or other reasons such as child care difficulties, unsuitable scheduling of the additional hours, insufficient payment, and transportation problems were cited by few workers.

(8) Although there is evidence to suggest that permanent part-time work is more desired than temporary/casual/on-call arrangements, when permanency is defined solely in terms of full-year work, it is gained in less than 33 per cent of all part-time jobs. However, probably because middle-aged and older workers seek out permanent work and are more attractive to employers for permanent work, there exists a strong relationship between permanency and age. The Commission found that the likelihood of a part-time worker being in a part-time full-year job increases with the worker's age.

(9) Part-time workers, either by choice or because of barriers to their participation, work within a restricted range of industries and occupations: namely, those concerned with services.

(10) Unionized part-time workers fare better, financially, than do non-unionized part-time workers.

(11) At the same time, unionization has barely touched the world of part-time work. The percentage of part-time employees that belongs to a union or other group that bargains collectively with an employer is less than half the percentage of comparable full-time employees.

(12) Most part-time workers are found within the least unionized occupations.

(13) Occupations which have the highest rate of unionization are relatively more attractive to men part-time workers than women part-time workers.

(14) The managerial and professional occupation is an anomaly. This occupational group has the same rate of unionization for part-time jobs as for full-time jobs, and reflects the unionization of nurses and teachers.

(15) Holders of part-time jobs receive low yearly

incomes because the jobs involve, by definition, fewer hours per week; they are unlikely to run the whole year; and on an average hourly basis, they pay less per hour.

(16) Part-time jobs pay 79 per cent of the wage full-time jobs pay, when hourly wage rates are averaged across all part-time jobs and all full-time jobs. In 1981 dollars, part-time jobs paid an average hourly wage of $6.84, while full-time jobs paid $8.64. Compensation differentials between full-time and part-time jobs will be larger where full-time, but not part-time, jobs pay fringe benefits.

(17) Of all part-time workers who work during an average week, 40 per cent work less than 15 hours. For this reason alone, they will not have insurable earnings for unemployment insurance for that week's work.

(18) The lack of job commitment part-time workers are perceived to have is not because they are working part-time *per se*. Rather, it is due to the sizeable group of young people working part-time, and job tenure is largely a function of age.

(19) Moonlighting is not an important part of part-time work.

(20) The Commission could not find evidence to support the argument that prime working age women are working for "pin money" or luxuries. There is evidence to support the argument that young part-time workers contribute a limited share of their household's income. Women in their prime working age who worked part-time at some stage of the year contributed approximately one-quarter of their household's paid employment income. Since their total earnings represent a considerable proportion of the household's income; since most of these women work in part-time jobs only; and since yearly income from part-time work is low, it appears that part-time work will provide few luxuries.

(21) The part-time component of the labour force is expected to increase in the future. By the end of the century, the part-time component of the labour force is expected to increase to between 15 and 19 per cent of the labour force, assuming only moderate increases in participation rates.

Introduction

Across the country employers and workers, individuals and groups described to the Commission their experience with part-time work as it affected their particular families, their particular industries, unions and associations. This chapter seeks to look at part-time work in another context. Based upon two Statistics Canada nation-wide surveys[1] which provide estimates for the ten provinces derived from interviews with up to 56,000 Canadian households, this chapter examines the personal and demographic characteristics of part-time workers and the employment characteristics of part-time jobs. Across Canada, who are the people who work part-time? Where do they work? When do they work? Why do they work? How do they differ from people who work full-time? Where are the part-time jobs? Are they unionized? How much do they pay? What are their hours? How long do they last?

This chapter also addresses specific issues discussed at the public hearings. During the hearings, the Commission was told that the part-time worker is less committed to work and to the workplace, and is therefore less deserving of benefits paid to more committed, full-time workers. And, some briefs maintained that part-time workers really prefer to be working full-time, with the recent growth in part-time work being merely a transitory response to the current recession. These statements raised further questions. Is there evidence to suggest that the part-time worker has less commitment to work? Do part-time workers prefer to work additional hours or are they satisfied with the hours they work? From a demographic point of view, is part-time work a temporary phenomenon or can it be expected to continue to grow in the future?

Employers and workers alike continually highlight the flexibility of part-time work as being one of its chief advantages. While there is no consensus on who benefits most from this flexibility, employer or worker, there is no doubt that it is the variability in the employment behaviour of part-time workers, and the variability in the times and types of part-time jobs, that presents the greatest difficulties in any attempt to answer the questions above. Part-time work, to a far higher degree than full-time work, is characterized by change. People who work part-time move in and out of the labour force, in and out of employment, transfer to full-time work and back to part-time work again. They can work in regular part-time jobs where the regularity may relate to the day, or the week, or the month; they can have seasonal part-time work; or they can have continually fluctuating hours

[1] A brief overview of the surveys is provided in Appendix C, and the Commission would like to thank Statistics Canada for supplying the data.

while on-call. Moreover, part-time workers can have more than one of these types of part-time work during any part of the year (or any stage of their life) and these several part-time jobs can be successive or concurrent.

One approach to the flexible work world of the part-time worker, and the approach taken here, is to examine static cross-sections from several different perspectives. The two primary perspectives are those of the person working and the job worked at. The perspectives are not the same: the first involves the person as the unit of measurement while in the second, the job is the unit of measurement. And since one person can hold more than one job at any time, and can change jobs during the year, the totals of these two units of measurement need not agree. Two further perspectives are those of incidence and average month. With incidence, one examines either the total of all jobs or, the total of all workers, existing at some time during the year. By contrast, an examination of the average month, by masking the considerable ebb and flow of people and jobs, allows one to examine the number of jobs or workers existing, on average, for the year. All conclusions drawn from the data discussed in this chapter should therefore be made in the context of the perspective(s) in which the data are presented.

These four perspectives (people, jobs, incidence, and average month) are derived from data from the Labour Force Survey and the lesser known Survey of 1981 Work History. In turn, the surveys provide two further perspectives, for the Labour Force Survey is a regular monthly snapshot survey while the Survey of Work History is based on the interviewee's recall of his or her work year. Due to their different content and approaches, the Labour Force Survey is particularly useful when examining people who work part-time, while the Survey of Work History is useful when examining part-time jobs. However, since the Survey of Work History has been conducted only once for the year of 1981, to provide a measure of compatibility, 1981 Labour Force Survey data are also used.

The Number of Part-time Workers and Part-time Jobs

How many part-time workers are there in Canada? The answer depends upon the perspective taken, and the particular definition used.

From an average month perspective, in 1981:

- There were 1,477,000 part-time workers, on average, during the year. This is the figure commonly used by the public and media. It is taken from the Labour Force Survey which defines part-time workers as those people who work at any type of job (a paid worker job, self-employment, or unpaid family work) which usually lasts for less than 30 hours per week. These part-time workers comprised 13.5 per cent of those employed in the year 1981, and most of the discussion on part-time workers in Part A of this chapter will use this definition.
- There were 1,439,000 part-time workers, on average, during the year where a part-time worker is defined as having his/her *main* job lasting under 120 hours per month, and that main job is a paid worker job. A paid worker job is one involving an employee-employer relationship, where the worker receives income from wages or salary. Therefore people who are self-employed and people who work in unpaid family jobs are excluded. This figure is derived from the Survey of Work History.

From an incidence perspective, in 1981:

- There were 2,433,000 Canadians who worked in a paid worker part-time job at some time in the year, and that job usually involved less than 120 hours per month. Although having at least one paid worker part-time job at some time in the year, at other times of the year the person could also have had a full-time job. This figure is derived from the Survey of Work History.
- There were 1,793,000 pure part-time workers at some stage during the year. These people are a subset of the 2,433,000 above, but differ inasmuch as pure part-time workers earned all of their income from paid employment in part-time jobs only. They earned no income from full-time paid work at any stage of the year.
- There were 2,702,000 part-time paid worker jobs which occurred at some time during the year. This figure is derived from the Survey of Work History and these 2,702,000 jobs will be examined in part B on part-time jobs.

Though the discussion on the characteristics of part-time workers examines the 1,477,000 part-time workers identified in the Labour Force Survey, it is important to remember that this is an average figure. From the numbers above from the Survey of Work History, it is known that there were 2.4 million Canadians who worked part-time at some period in 1981, and 1.8 million Canadians who earned all of their yearly income from paid employment from

paid worker part-time jobs only. Part-time work therefore affects at least 2.4 million Canadians at some stage of the year.

A. Part-time Workers

1. Demographic and Personal Characteristics of Part-Time Workers

a. Sex, Age, Marital Status and Education

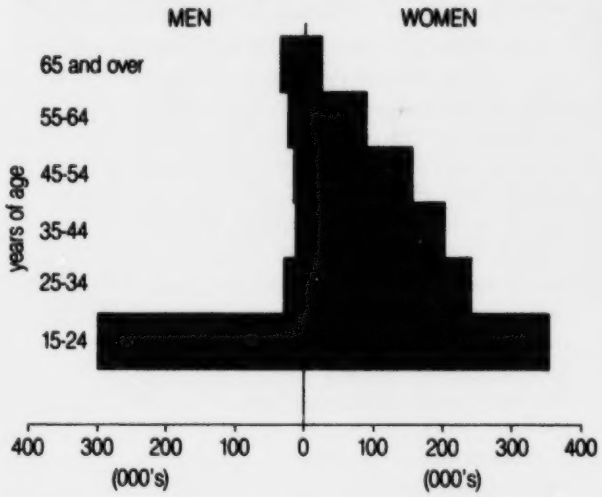
It is well known that the majority of part-time workers are women. They comprise 72 per cent of all part-time workers, and while their greatest numbers are in the 15 to 24 age group, large numbers are found in each and every age group (Diagram 1). Men who work part-time are not only much smaller in number, but they are also younger, the majority being under the age of 25. Few men work part-time in the prime working years of their lives, and only in the 65 and over age group do their numbers exceed those of women part-time workers of similar age.

Superimposing the age pyramids of part-time and full-time workers in Diagram 2 shows the dominance of women in part-time work and of men in full-time work. Women comprise 72 per cent of all part-time workers but only 35 per cent of all full-time workers; men comprise only 28 per cent of all part-time workers, but 65 per cent of all full-time workers. Part-time workers are also younger with the 15 to 24 year-olds dominating, while full-time workers are older with their largest numbers in the 25 to 34 year-old age group.

A part-time worker has an almost equal probability of being married or single (including divorced, separated, and widowed); 51 per cent of all part-time workers are married and 49 per cent are single (Diagram 3). Differentiating between the single, and the divorced, widowed and separated, most young part-time workers, both men and women, are single. Part-time workers over the age of 25 are mostly married women. Indeed, 89 per cent of all married part-time workers are women. And, while small in number in each age group, the divorced, separated and widowed have a higher percentage of women.

Since full-time workers are older, it is not surprising that a much higher percentage (68 per cent) are married and a much smaller percentage (32 per cent) are single (including those who are divorced, separated and widowed). And, since most full-time workers are men, it is not surprising that men are 69

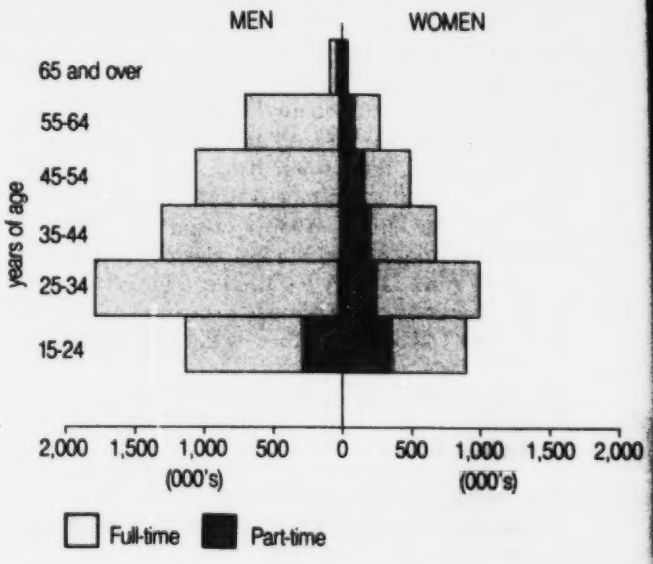
DIAGRAM 1
Age and Sex of Part-time Workers



Source: Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

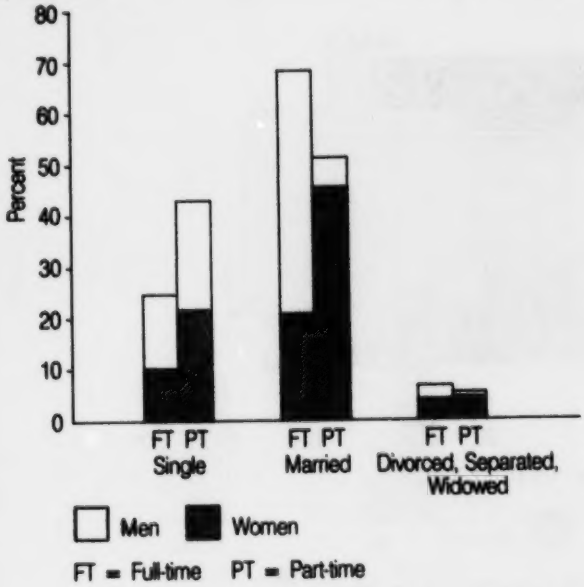
Note: The data on which this and all other diagrams are based are provided in Appendix C.

DIAGRAM 2
Age and Sex of Full-time and Part-time Workers



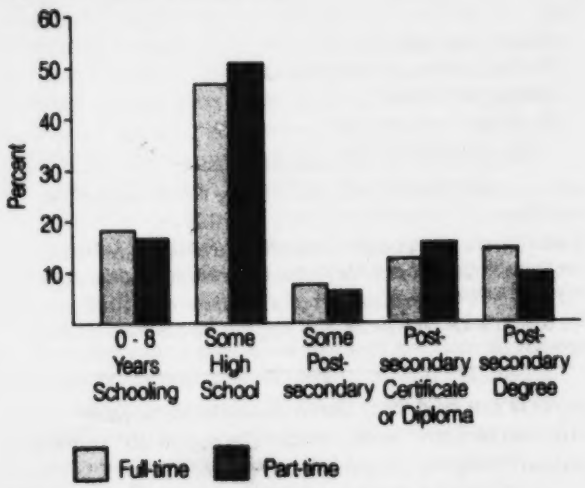
Source: Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

DIAGRAM 3
Marital Status of Full-time and Part-time Workers



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

DIAGRAM 4
Education of Full-time and Part-time Workers Aged 25 Years and Over



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

per cent of all married full-time workers. However, among the divorced, separated and widowed full-time workers, as with the divorced, separated and widowed part-time workers, women again comprise the larger number.

Although in age, sex and marital status, part-time workers and full-time workers differ greatly, there are only slight differences in their respective levels of education. If those employed who are the most likely to be still completing their education are excluded (namely those people 24 years and younger), the distribution of the level of education of part-time workers follows closely the distribution of the level of education of full-time workers (Diagram 4). For those over the age of 25, 65 per cent of all full-time workers received elementary or some high school education, and 35 per cent had at least some post secondary education. The comparable educational percentages for part-time workers are 68 per cent and 32 per cent, respectively.

b. Part-time Work and the Stage in the Life Cycle

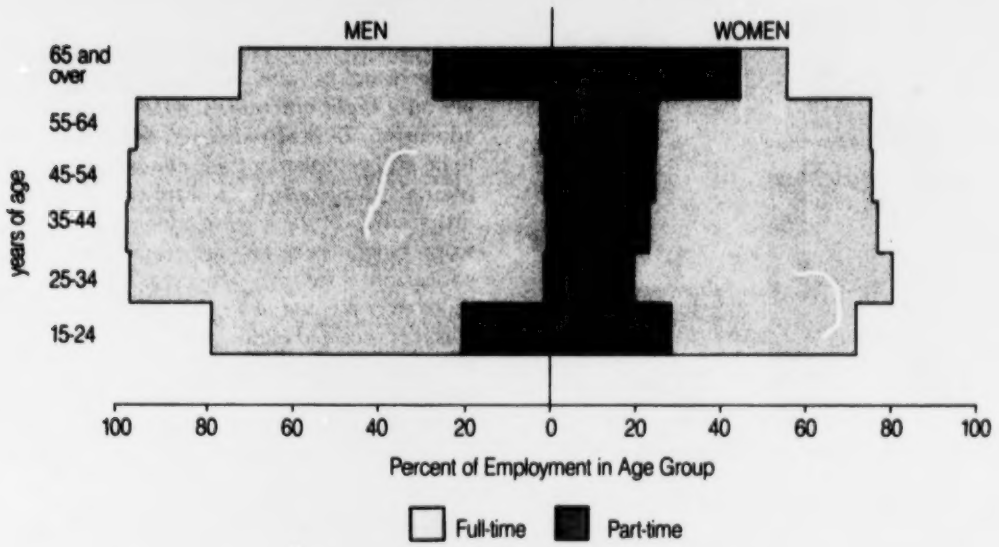
From the demographic and personal characteristics discussed above, it is clear that the probability of a person taking part-time work is closely related to that person's stage in the life cycle. Whether or not a person works part-time voluntarily or involuntarily, if he or she is employed, then there is a higher probability of working part-time at the entry and exit periods of working life (Diagram 5). The youngest and oldest workers have a higher probability of working part-time, if they are working, be they men or women. Part-time work is therefore, firstly, an entry-exit phenomenon.

In addition, it is clear that the probability of a person taking part-time rather than full-time work is closely related to society's expectations that women will take care of the house and children during the child-bearing and child-rearing stages in the life cycle. During the prime working years, women who are working have a higher probability of working part-time than do men of a similar age.

The three stages of the life cycle during which part-time work is most common among those employed are therefore: when entering the workforce; when in the prime working years, if one is a woman; and prior to leaving the workforce.

i. The Young – Full-time work, not part-time work, is

DIAGRAM 5
Part-time and Full-time as a Percent of Total Employment in Each Age Group



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

the primary working choice for young people.[2] In 1981, young full-time workers aged 15 to 24 numbered more than two million, overshadowing the 651,000 part-time workers in number. The significance of the young part-time workers lies in their proportional share (44 per cent) of all part-time workers. By contrast, young full-time workers form only 21 per cent of all full-time workers.

Yet, whether the young work full or part-time, there exists little difference between the two groups in their sex composition, marital status and education. Men and women have equal representation in both groups; in both groups the majority have had at least some high school education; and in both groups the majority are single, although the full-time group has a higher proportion of young married workers. (Diagrams 6 and 7).

The chief difference between young full-time and young part-time workers is found in their student status. While only 4.5 per cent of young full-time workers are students, 67 per cent of young part-time workers are students. These young student part-time workers are mostly under the age of 20, and are primarily high school students. (Tables 1 and 2).

Thus people who work part-time at this stage of their lives do so to gain extra income (and perhaps experience) while they are going to high school, and

TABLE 1
Students of All Ages Employed Part-time

	Number (000's)	Per Cent
Total	468	100.0
Attending secondary schools	310	66.2
Attending community colleges & CEGEPS	69	14.7
Attending universities	76	16.2
Attending other institutions (e.g. secretarial schools)	12	2.6

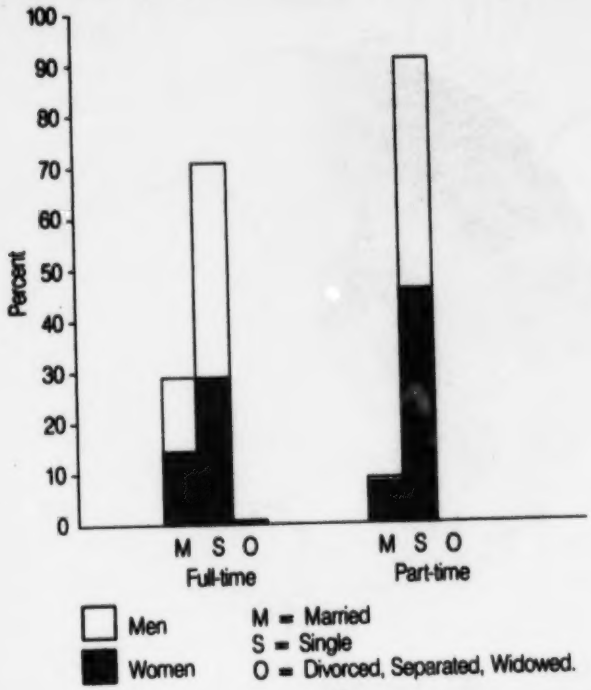
Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished.

Notes: Columns may not add to totals in this and all subsequent tables due to rounding, and in some cases due to the omission of data based on very small samples (. . .).

The data on which these and all other diagrams are based are provided in Appendix C.

[2] Throughout, "choice" encompasses both voluntary and involuntary choice.

DIAGRAM 6
Marital Status and Sex of Young Full-time and Part-time Workers



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

to a lesser extent, to support themselves or to augment other sources of income while going to college or university. Seventy-four per cent of young part-time working men and 58 per cent of young part-time working women give going to school as their main reason for working part-time (Diagram 8). Other reasons for the young working part-time are less frequent, although it is obvious that some young people are working part-time involuntarily since they cannot find full-time work, and where personal and family responsibilities prevent full-time work, these responsibilities are shouldered by women.

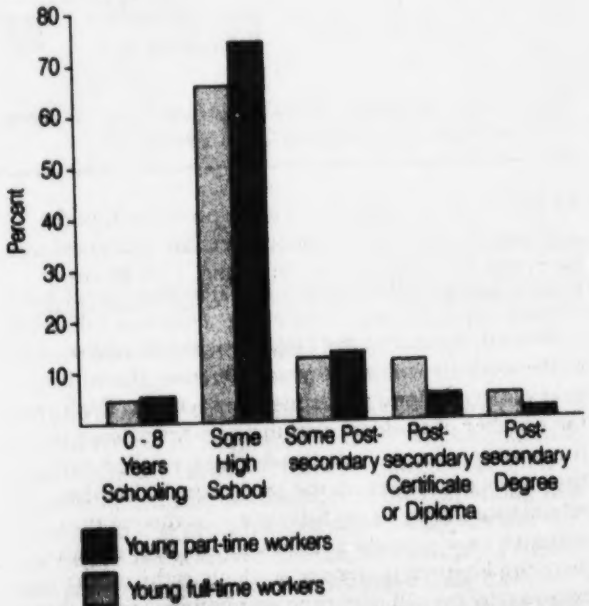
Because young part-time workers are such a substantial minority of all part-time workers, and in turn, a high percentage of young part-time workers are students, their employment behaviour has two important effects on total part-time employment behaviour. First, the young have short job tenure. Being young they have not had the same opportunity to work for many years. Indeed, 62 per cent of young part-time workers have been in their present job

TABLE 2
The Student Status of Young (15-24 Years) Full-time and Part-time Workers

	Total (000's)	Employed Full-time (000's)	Employed Part-time (000's)
15-24 Years			
Total	2683	2032	651
Full-time students	455	32	423
Part-time students	74	60	15
Non-students	2153	1940	213
15-19 Years			
Total	1043	551	492
Full-time students	384	22	362
Part-time students	19	12	8
Non-students	640	518	122
20-24 Years			
Total	1640	1481	159
Full-time students	71	10	61
Part-time students	55	48	7
Non-students	1513	1422	91

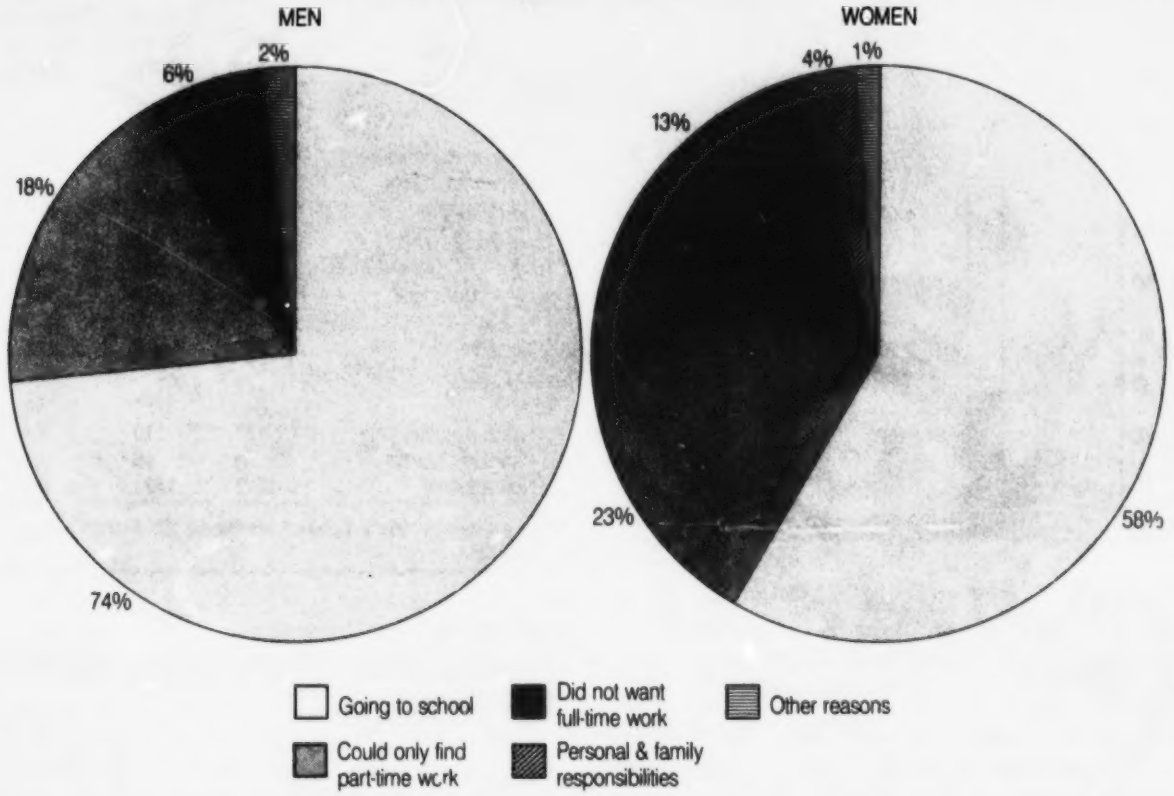
Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished.

DIAGRAM 7
Education Levels of Young Full-time and Part-time Workers



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

DIAGRAM 8
Reasons Why Young People (15-24 years) Work Part-time



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.
Note: Percentages may not add to 100 due to rounding.

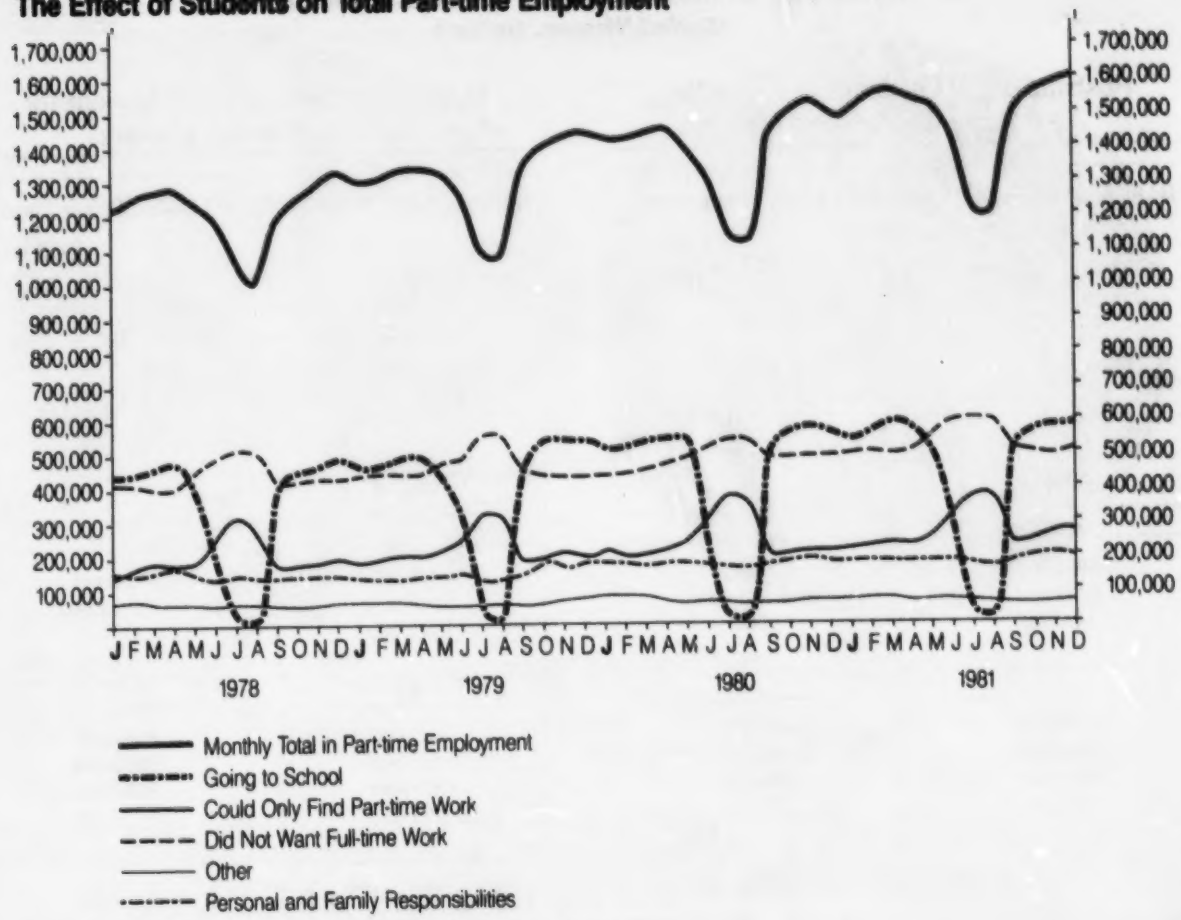
for less than one year, and a large proportion of the high job turnover part-time workers are perceived to have, can be attributed to the young. (Job tenure is discussed further in section A4 (a) of this chapter.)

Second, the particular employment behaviour of the students within the year influences the within-year pattern of total part-time employment. Each year the number of students working part-time drops in the summer. Some students who have worked part-time after school and on the weekends during the school months try to get full-time jobs during the summer, and some do not work at all. This within-year employment pattern of students is the main reason why overall part-time employment totals fluctuate during each year (Diagram 9), being higher in the winter months and lower in the summer months.

ii. Prime Working Age Women (25 to 64 years) – It is during the prime working years, from 25 to 64, that men and women choose differently between part-time and full-time working options. Again, this is not to say that full-time work is not the primary working option for those employed. It is, for both men and women. But of those employed during the prime working years, only 1.6 per cent of working men work part-time. Twenty-two per cent of working women do so. Of those people employed part-time between the ages of 25 and 64, 90 per cent are women. And these women comprise 47 per cent of all people working part-time.

The reasons why women and men are disproportionately represented within the 25 to 64 age group working part-time are clear. Our society has traditionally dictated that men work, and that they work

DIAGRAM 9
Reasons for Part Time Employment:
The Effect of Students on Total Part-time Employment



Source: Statistics Canada *Labour Force Survey*, Monthly issues of Cat. 71-001

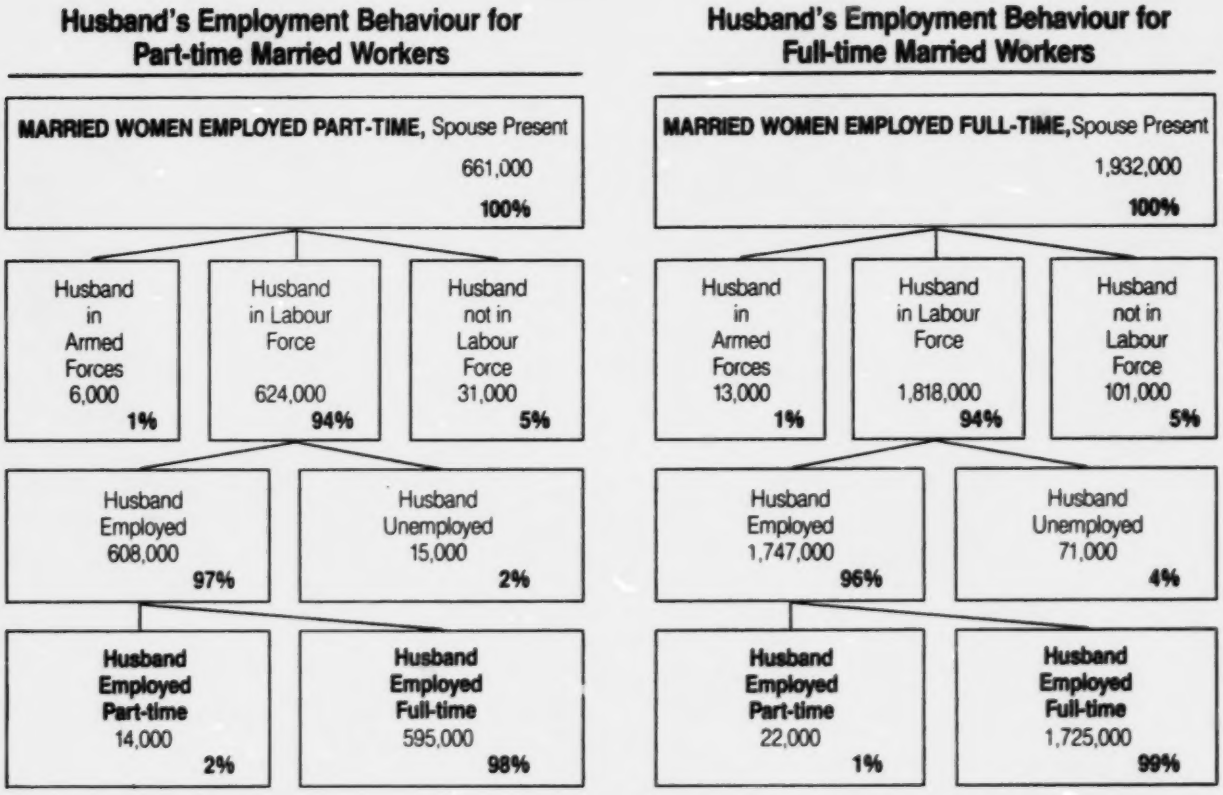
full-time. Irrespective of whether a woman works part-time or full-time, in those families in which a woman is married and her husband is present and working for example, he has the responsibility for working full-time outside the home (Diagram 10).

When men during this stage of their life cycle do work part-time, they do so involuntarily — largely because they cannot find their first choice, full-time work. Smaller numbers of men work part-time because they are going to school and because they do not want full-time work, for some unspecified reason. In contrast, approximately half of the women who work part-time during this period of their lives do so because they do not want to work full-time, a quarter have family and personal responsibilities that limit the time they can work, and a small group (15 per cent) cannot find their first choice, full-time work.

Information on the reasons for working part-time is contained within Diagram 11 and is the best national data available. However, the information was often obtained from another member of the household, and in addition it is probable that some categories are not mutually exclusive. That is, for example, people who have family responsibilities preventing them from working full-time may have given the reason for working part-time as being, either family responsibilities, or not wanting (for family responsibility reasons) to work full-time. Nonetheless, the data do show

DIAGRAM 10

Employment Behaviour of Husbands of Full-time and Part-time Married Women Workers


Husband's Employment Behaviour for Part-time Married Workers
MARRIED WOMEN EMPLOYED PART-TIME, Spouse Present
661,000
100%
Husband in Armed Forces 6,000 1%
Husband in Labour Force 624,000 94%
Husband not in Labour Force 31,000 5%
Husband Employed 608,000 97%
Husband Unemployed 15,000 2%
Husband Employed Part-time 14,000 2%
Husband Employed Full-time 595,000 98%
Husband's Employment Behaviour for Full-time Married Workers
MARRIED WOMEN EMPLOYED FULL-TIME, Spouse Present
1,932,000
100%
Husband in Armed Forces 13,000 1%
Husband in Labour Force 1,818,000 94%
Husband not in Labour Force 101,000 5%
Husband Employed 1,747,000 96%
Husband Unemployed 71,000 4%
Husband Employed Part-time 22,000 1%
Husband Employed Full-time 1,725,000 99%

Source: Statistics Canada, *Family Characteristics and Labour Force Activity*, Cat. 71-001, May 1982, page 32. 1981 Annual Averages.

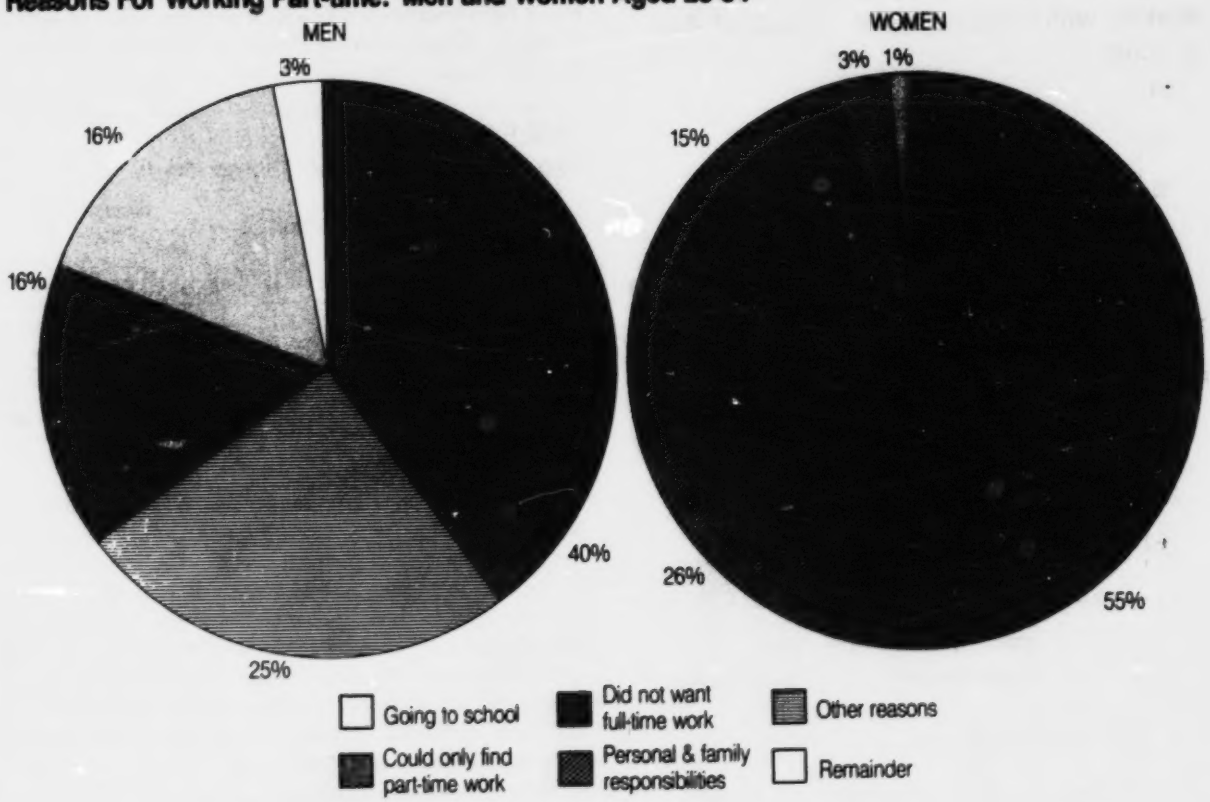
broad trends for this age group. The majority of women, for some unspecified reason, do not want to work full-time. A substantial number of men are seeking full-time work; to a large extent women are not. Men are going to school; women are not. Women take on the family and personal responsibilities; men do not.

Thus the reason why men who are working part-time in this age group are under-represented is not difficult to explain. Men work, they work full-time, or they wish to work full-time. Women who work, work full-time or part-time, be this choice voluntary or involuntary. Of interest, then, is why some women choose to work part-time and some choose to work full-time. In what ways are part-time women workers different from full-time women workers during their prime working age?

The chief demographic difference between the two groups relates to their family composition, but it is a difference in degree rather than in kind. That is, both full-time and part-time women workers are likely to be married, but a higher percentage of part-time women workers are married: 87 per cent compared to 69 per cent. Both full and part-time women workers are likely to have children at home, but a higher percentage of part-time women workers do so, and this generalization holds for each and every age group, and applies whether a spouse is present or absent (Diagram 12). Therefore the probability of a woman working part-time rather than full-time increases when children are at home.

For women beyond the usual child-bearing and

DIAGRAM 11
Reasons For Working Part-time: Men and Women Aged 25-54



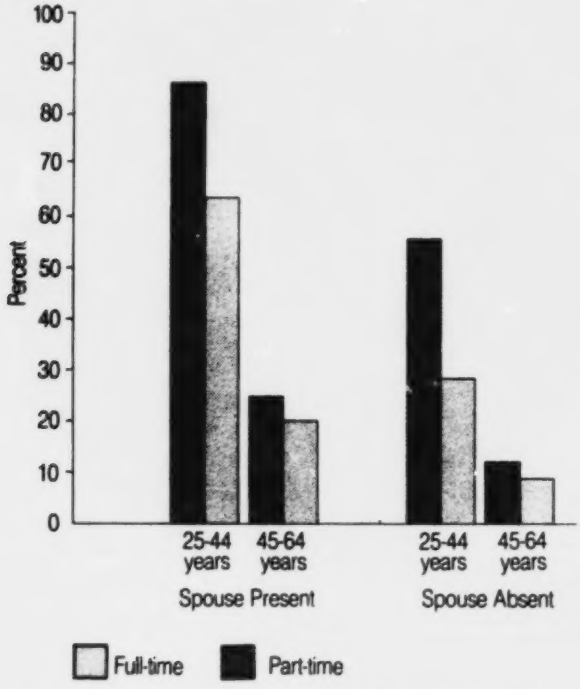
Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.
Note: Percentages may not add to 100 due to rounding and the omission of small sample categories.
Note: Due to small numbers in the group of workers aged 65 and over (see following section), the reasons for working part-time in this and the following section are presented in the age categories of 25-54, and 55 and over.

child-rearing age group (in this case defined as women 45 years and over), the proportion with children at home is similar to the proportion of women working full-time at the same age. Women in their prime working age can therefore be divided into two further stages of the life cycle with the 25 to 44 year-old women being more likely to work part-time when they have young children, and the women 45 years old and over working part-time for a variety of non-child related reasons. It is probable that the women aged 45 years and older are working part-time when family finances are less strained, thereby reducing the need for additional income, but the national surveys do not identify these non-child related reasons for working part-time.

iii. The Older Worker – The participation rates of older workers in the labour force are extremely low, but for those who do work, part-time work becomes an important option. Fully one-third of people 65 and over who were working in 1981, were working part-time. For both men and women, this proportion represents a dramatic jump over the proportion working part-time in the previous age group. Only three per cent of 55 to 64 year old working men work part-time; by age 65 and over, 27 per cent do so. Twenty-five per cent of 55 to 64 year-old working women work part-time; by age 65 and over, 44 per cent do so. (Table 3).

Unfortunately, while part-time work increases in importance as a work option for those 65 and over, because their numbers are so small, little information

DIAGRAM 12
Percent of Part-time and Full-time Women Workers with Children Under 16 Years of Age at Home



Note: Spouse present: people living in a family relationship with both a head and a spouse.
Spouse absent: people not living in a family relationship, and people living in a family relationship where a head but no spouse is present.

Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Unpublished.

has been collected on them in comparison to the young and prime working age women. In total, part-time workers aged 65 and over number only 60,000. A finer breakdown of this total to find out more about their marital status, reasons for working part-time, and other characteristics, quickly results in estimates having little statistical validity. Two unsatisfactory approaches to examining the older part-time worker then exist. Either the group can be ignored because it is so small, or inferences can be gleaned from the data available. The latter approach is used here because the data which are available point to the importance of part-time work to the older worker, and with the population aging, it is likely to be important to larger numbers in the future. In addition, part-time work is popular among older workers in countries such as Sweden where phased retirement has been formalized and financially supported by the government. And some full-time older workers have expressed preferences for a transitional retirement pattern in Canada. (Canada. Department of Health and Welfare. *Retirement in Canada: Volume II.* No. SWP-7705, 1977.)

TABLE 3
People Employed Aged 55 and Over

	Men			Women		
Age	Full-time (000's)	Part-time (000's)	% Part-time	Full time (000's)	Part-time (000's)	% Part-time
55-64	700	22	3.0	269	89	24.9
65 & over	96	36	27.3	30	24	44.4

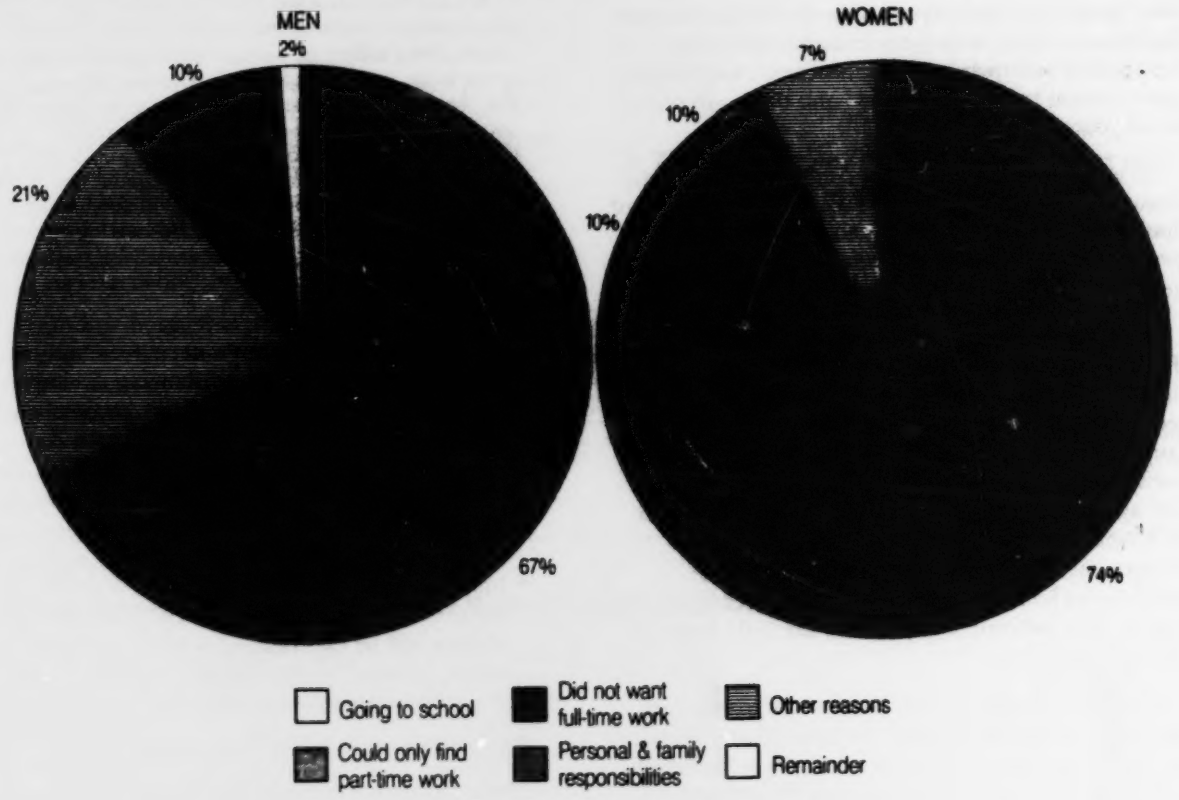
Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

The reasons why older workers work are well-known. Briefly, the aging and work literature states that active older workers want to continue working not only for the income it provides, but also to keep physically fit, to feel useful in sharing their skills and knowledge, to maintain contact with their area or field of work, and to keep in touch with other people. At the same time, after 40 to 50 years in the labour force, perhaps with less energy and fewer monetary and family pressures to continue working a full week, the older worker can reduce his workload. Part-time work becomes more attractive.

Available data do not identify each of these reasons. Using data on those who are 55 and over because data on those 65 and over cannot be reliably broken down further, we find only that the older worker works part-time because he/she does not want to work full-time. Sixty-seven per cent of the men working part-time and 74 per cent of the women respond in this way (Diagram 13). A small percentage of men and women of this age want to work full-time but cannot find the work, and an equally small percentage of women (but not men) have family and personal responsibilities that limit the time they can work.

Is there any evidence that the older workers are undergoing a transitional retirement pattern? Since the number of men working part-time increases from 22,000 to 36,000 between the age groups 55 to 64, and 65 and over, it does appear that some men are transferring from full-time to part-time work prior to retiring completely from the work force. Whether these men are retiring from their full-time jobs but working part-time with the same employer, or

DIAGRAM 13
Reasons Why Workers Aged 55 and Over Work Part-time



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71.001.
Note: Percentages may not add to 100 due to rounding and the small sample size in some categories.

becoming employed part-time with another employer is not clear. There is only the inconclusive evidence that 35 per cent of the part-time paid worker jobs held by men aged 65 and over had lasted less than one year; 21 per cent had lasted between one and five years; and 30 per cent had lasted between ten and more than 20 years (Survey of Work History). The evidence is equally inconclusive with regard to older women: 29 per cent of the paid worker jobs held by women aged 65 and over had lasted less than one year, and 36 per cent had lasted between ten and more than 20 years.

Knowledge of the behaviour of the older part-time worker is therefore inadequate. The Health and Welfare Canada study focussed only on the preferences of full-time older workers for part-time work. Yet it is known that for those who work, part-time work as a work option increases dramatically in importance around age 65, particularly for men. And the Commission anticipates that as the population ages it will become important to larger numbers of people. But, to date, there is little detailed nation-wide data on the part-time work-related activities that actually take place for the older worker.

iv. The Future from a Demographic Viewpoint – The importance of part-time work as a work option for young men and women, prime working aged women, and the older worker has direct implications for the future growth of part-time employment. A report produced by the Canada Employment and Immigration Advisory Council in 1981 states that if the rapid growth in part-time work continues to the end of the century, then part-time work would equal 50 per cent of total employment. While intuitively it appears

unlikely that part-time work could reach such a high proportion within the next twenty years, there is reason to expect part-time workers to increase, given past increases in female participation in the labour force in general, and in part-time work in particular. At the same time, with the population aging, the numbers of older workers will increase (though their participation rates are very low) and there will be fewer young people.

To isolate the effects of these conflicting trends, the Commission asked Dr. David Foot of the University of Toronto to investigate the growth in the supply of part-time workers to the end of the century. Dr. Foot's general conclusions are presented here.[3]

Several projections were made of the likely size of the part-time component of the total labour force to the end of the century. The first projection used recent participation rates, and assumed that these rates stayed constant. This limiting assumption was useful in enabling the impact of population growth and aging alone to be isolated, and it was found that with constant participation rates, the part-time component in the labour force at the end of the century will be lower than it was in 1981 (12.7 per cent to 12.8 per cent, compared to the 1981 figure of 13.6 per cent).

These results suggest that population growth and aging *alone* are likely to *reduce* the proportion of females and the proportion of part-time workers in the future Canadian labour force to the turn of the century, and Foot comments:

> Since this is, perhaps, a surprising result it deserves some careful consideration. Over this period the large generation of baby-boom females enters the traditional child-bearing age groups when labour force participation declines, consequently resulting in a modest decline in the proportion of women in the labour force. Since females have a higher propensity to seek part-time employment, this effect reduces the role of part-time employment in the future labour force. But even this is only part of the story. Population aging over this period reduces the percentage of young members in the labour force and, since these persons have a very high propensity to seek part-time positions, the reduced proportion of young in the labour force reduces the role of the part-time worker. Thus, *there are two demographic effects which will tend to reduce the proportion of part-time workers in the future Canadian labour force — a reduced proportion of younger members and a reduced proportion of females.* These effects reflect the aging of the Canadian population in the years ahead. It is interesting to note that these conclusions are unaffected by the choice of population projection and that with unchanged participation rates, labour force growth would be below source population growth throughout the entire period. This latter result is again attributable to the impact of females in their child-bearing ages and, to a lesser degree, attributable to the growth in the aged population where participation rates are comparatively low.

Since constant participation rates are unrealistic (although useful in isolating and showing the impact of population growth and aging alone), projections were made using two other participation rate assumptions:

- low participation rate growth which assumes the same changes over the next ten years as occurred over the five-year 1977 to 1981 period; and
- moderate participation rate growth which assumes three-quarters of the 1977 to 1981 change will be experienced over the next five years, followed by one-half and one-quarter in the subsequent five-year intervals.

Foot explains the effect of these assumptions.

> Here, a somewhat different picture emerges since both female and part-time participation rates are permitted to increase. With low participation rate growth, . . . the proportion of females in the labour force rises to over 42 per cent and the proportion of part-time workers to over 14 per cent. These are not large increases by historical standards — but it is important to remember the effects of population aging when examining these results.
>
> In the moderate participation growth scenario, . . . the female proportion of the labour force now approaches 44 per cent and the part-time component of the labour force rises to over 15 per cent by the 1990s. Again this is not a large increase by historical standards but it does suggest an appropriate order of magnitude within which Canadian policy can be determined. Once again it may be useful to recall the retarding effects exerted by population aging on these percentages.

Foot's results suggest that, all else being equal, the part-time component of the labour force should be expected to exceed 15 per cent by the year 2001. This figure reflects an assumption that immigration will be lower than in recent years, and that participation rates will show moderate growth. Alternatively,

[3] For details of Dr. Foot's innovative labour force projections by type of work (full-time and part-time), age and sex, the interested reader is referred to his paper for the Commission, *The Future Part-time Labour Force: A Demographic Perspective,* 1982. In the paper, the part-time labour force (employed, and the unemployed who are looking for part-time work) and the full-time labour force are separated.

should the rates of immigration and participation of the past few years continue, the results suggest that the part-time proportion of the Canadian labour force could be as high as 19 per cent.

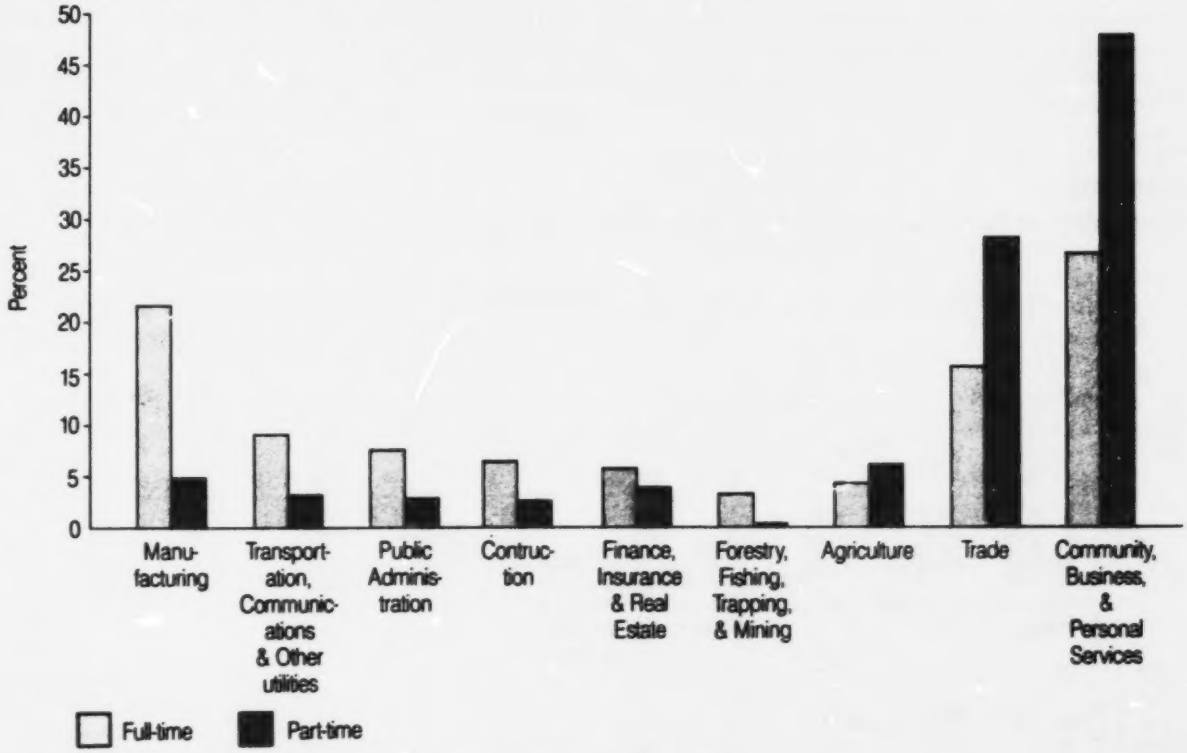
From a demographic viewpoint alone, then, the part-time proportion of the Canadian labour force can be expected to range between 15 and 19 per cent. Of course, this estimate will change should other changes occur: namely, should compulsory retirement be eliminated; should women in the child-bearing age group leave the work force for shorter periods of time; and should the demand for part-time labour increase, thereby encouraging higher participation rates.

From a demographic perspective, the proportion of part-time workers in the labour force appears unlikely to continue its recent rapid rate of growth throughout the remainder of the century. The Commission expects that the departure of the young labour force will reduce the number of part-time workers significantly and the entry of the female baby-boom generation into the traditional child-bearing years will further reduce the numbers of part-time workers. At the other end of the age spectrum, the increasing numbers of older people can be expected to add to the part-time labour force, but this will not occur much before the 1990s and even then not in large numbers.

2. The Occupations of Part-time Workers and the Industries in Which They Work

As a group, in what occupations and in which industries do part-time workers work today? The distribution of part-time workers across industries and occupations does not, in itself, indicate whether part-time workers choose particular occupations and only seek work within a restricted range of industries, whether only a few occupations are open to them and only a few industries offer part-time work, or some combination of these two extreme sets of worker and employer

DIAGRAM 14
Distribution of Full-time and Part-time Workers Across Industries



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

behaviours. What the distribution of part-time workers across industries and occupations does show quite categorically is that part-time workers are markedly concentrated within a few industries, and that they have a limited range of occupations in comparison to the range of occupations of full-time workers.

Most people are aware that part-time workers work in the service-producing industries, not the goods-producing industries. Three-quarters of the one and a half million part-time workers find work in the two service industries of trade (wholesale and retail), and community, business and personal services. By comparison, these two industries account for only 42 per cent of full-time workers. And the proportion of full-time workers in manufacturing, transportation, public administration, forestry and construction far outweighs the proportion of part-time workers (Diagram 14). Further, what part-time employment is offered/chosen in manufacturing, construction, transportation, and public administration, is offered to or chosen by a higher proportion of the male part-time workers. A majority of all women part-time workers are to be found within the single industry of community, business and personal services (Table 4).

TABLE 4
Distribution of Men and Women Part-Time Workers Across Industries

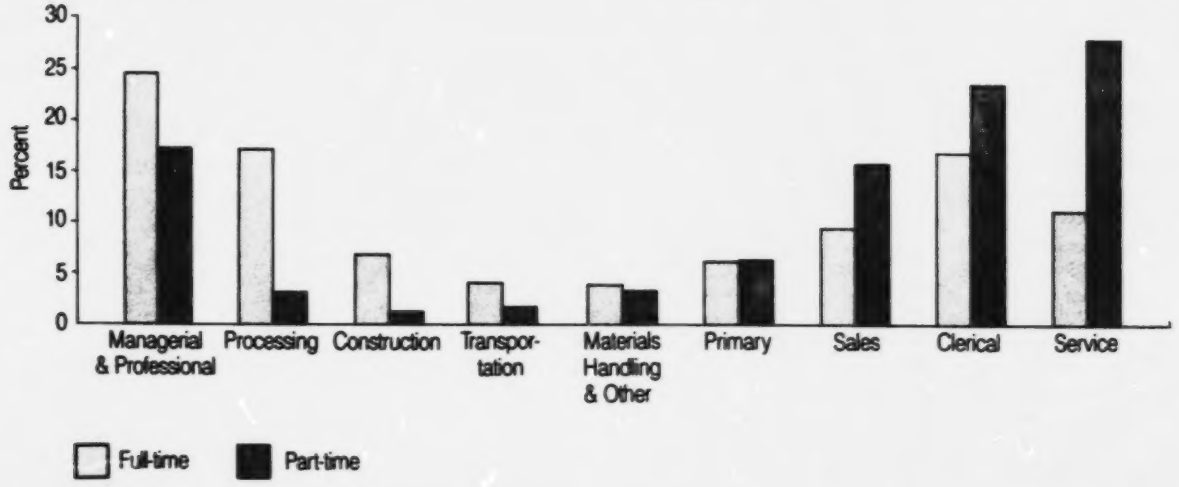
	Men		Women	
	# (000's)	%	# (000's)	%
All Industries	413	100.0	1064	100.0
Agriculture	37	9.0	51	4.8
Forestry, fishing, trapping	...	n.a.	...	n.a.
Mining, quarrying, oil wells	...	n.a.	...	n.a.
Manufacturing	30	7.3	42	3.9
Construction	19	4.6	20	1.9
Transportation, communications & other utilities	20	4.8	27	2.5
Trade	126	30.5	290	27.3
Finance, insurance & real estate	12	2.9	44	4.1
Community, business & personal services	153	37.0	559	52.5
Public administration	14	3.4	28	2.6

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

Note: Data based on very small samples (. . .) are not included in this and all subsequent tables.

Not only do part-time workers find employment within a restricted range of industries, but within these industries, the part-time workers are concentrated within a few occupations. Four occupations predominate: service; clerical; sales; and managerial and professional occupations. Together, these four occupations are chosen by 84 per cent of all part-time workers, but only 62 per cent of all full-time workers. Occupations such as processing, construction, and transportation are either chosen by few part-time

DIAGRAM 15
Distribution of Full-time and Part-time Workers Across Occupations



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001

workers; few part-time jobs are available within these occupations; or some combination of the two (Diagram 15). And, where part-time workers are found in these occupations, they represent a higher proportion of the male part-time workers than of the women part-time workers. Similar proportions of men and women part-time workers are found in the service and sales areas. And, higher proportions of women to men part-time workers are found in the managerial and professional, and clerical occupations, especially the latter (Table 5).

TABLE 5
Distribution of Men and Women Part-time Workers Across Occupations

	Part-time Workers	Women		Men	
	# (000's)	# (000's)	%	# (000's)	%
Total	1477	1064	100.0	413	100.0
Managerial, professional	256	206	19.4	50	12.1
Clerical	345	309	29.0	36	8.7
Sales	232	165	15.5	68	16.5
Service	410	297	27.9	113	27.4
Primary	92	47	4.4	45	10.9
Processing	48	20	1.9	28	6.8
Construction	19	...	n.a.	18	4.4
Transportation	25	8	0.8	17	4.1
Material handling & other	49	11	1.0	38	9.2

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

Those occupations in which part-time employment is relatively unimportant are the very same occupations which are the most highly unionized[4] in our society. Considering only people in paid worker jobs in the average month in 1981, unionized employment was the highest within processing, construction, transportation and material handling (Table 6). With the exception of management and professional occupations, the occupations in which the highest per cent of part-time workers are found are those which have much lower rates of unionization. And further, whether an occupation had a high or low rate of unionized employment, with the exception of those in managerial and professional positions, the rate of unionized employment for part-time workers in each occupation is substantially lower than that for full-time workers. Over all, 36 per cent of people working in paid worker jobs in the average month belonged to groups which bargained collectively with an employer[5]; almost 40 per cent of full-time workers belong to such a group, only 18 per cent of part-time workers do so.

The managerial and professional occupation is an anomaly. Not only are part-time workers in this

[4] Unionization throughout refers to unions and any other groups, including professional associations, that bargain collectively with an employer.

[5] As a comparison, the Labour Canada *Directory of Labour Organizations in Canada* (1982, page 18) estimates union membership at 37.4 per cent of all non-agricultural paid workers in 1981.

TABLE 6
Paid Workers Who Are Members of a Union or Other Group Which Bargains Collectively, in the Average Month, 1981

	All Paid Workers			Full-time Workers			Part-time Workers		
	# (000's)	# Union (000's)	% Union	# (000's)	# Union (000's)	% Union	# (000's)	# Union (000's)	% Union
Total	9533	3470	36.4	8094	3207	39.6	1439	263	18.3
Managerial & professional	2364	945	39.9	2072	826	39.9	292	119	40.8
Clerical	1889	562	29.8	1533	511	33.3	356	52	14.6
Sales	885	87	9.8	672	72	10.7	213	15	7.0
Service	1224	341	27.9	868	303	34.9	357	38	10.6
Primary	300	84	28.0	246	81	32.9	53	...	n.a.
Processing	1536	761	49.5	1486	751	50.5	50	10	20.0
Construction	536	286	53.3	517	283	54.7	20	...	n.a.
Transportation	372	183	49.2	336	174	51.8	36	9	25.0
Material handling & other	428	220	51.4	365	205	56.2	63	15	23.8

Source: Statistics Canada. *Survey of 1981 Work History*. Unpublished.

occupation likely to have the highest rate of unionized employment, but unlike all other occupational categories, these part-time workers have a marginally higher rate of unionization than full-time workers. Later we will see that this is also the highest paid occupation for part-time workers. A finer breakdown of this occupational category in Table 7 reveals that managerial and professional part-time workers are mostly working in medicine, primarily nursing, and in teaching. By inference, then, part-time workers with the highest rate of membership in collective bargaining units are teachers and nurses.

TABLE 7
Part-time Workers in Managerial & Professional Occupations

	Number of Men (000's)	Number of Women (000's)
Managerial & professional	50	206
Managerial & administrative	7	19
Natural science	4	4
Social science	...	12
Religion	...	...
Teaching	13	53
Medicine	7	98
Artistic occupations	15	20

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished.

3. The Hours Part-time Workers Work

The Labour Force Survey defines part-time workers as those people who *usually* work under thirty hours per week, excluding those who usually work less than 30 hours but who consider themselves to be full-time workers. But part-time workers *actually* work far fewer hours per week. In 1981, part-time workers averaged only 14.2 hours of work per week.

Diagram 16 shows the distribution of the actual hours of work for part-time workers in the average week in 1981. The distribution peaks at 20 hours of work, but these hours were worked by less than 13 per cent of all part-timers who worked. Seven per cent did not work at all due to illness, vacation, personal and family responsibilities, or some other reason. (Part-time workers who worked on-call but were not called in during the week would be included in those who worked no hours, if they usually obtained some work each month.) And, between two and three per cent of those who worked actually worked 30 or more hours per week, although their usual hours were less than 30.

The Commission was surprised to see the number of part-time workers who worked, but who would have been ineligible for unemployment insurance contributions because they worked less than the required 15 hours per week. Of the 1,477,000 part-time workers, in the average week 598,000 worked between one and 14 hours. Part-time workers here include those in paid worker jobs where unemployment insurance is applicable, and those who are self-employed or in unpaid family work where unemployment insurance is not applicable. But paid workers form 84 per cent of the 1,477,000 part-time workers, and assuming that the actual hours of work for the self-employed (12 per cent) and unpaid family workers (4 per cent) follow a similar distribution, the Commission estimates that at minimum, 40 per cent of part-time workers will not have worked the 15 hours necessary to have insurable earnings in the average week.

This must be considered to be a most conservative estimate since some of those part-time workers who worked no hours during the week, and who were not paid during their absence, will also not have insurable earnings for that week. And further, since part-time jobs fluctuate in the hours worked, a worker who is eligible to contribute one week may be ineligible the following week.

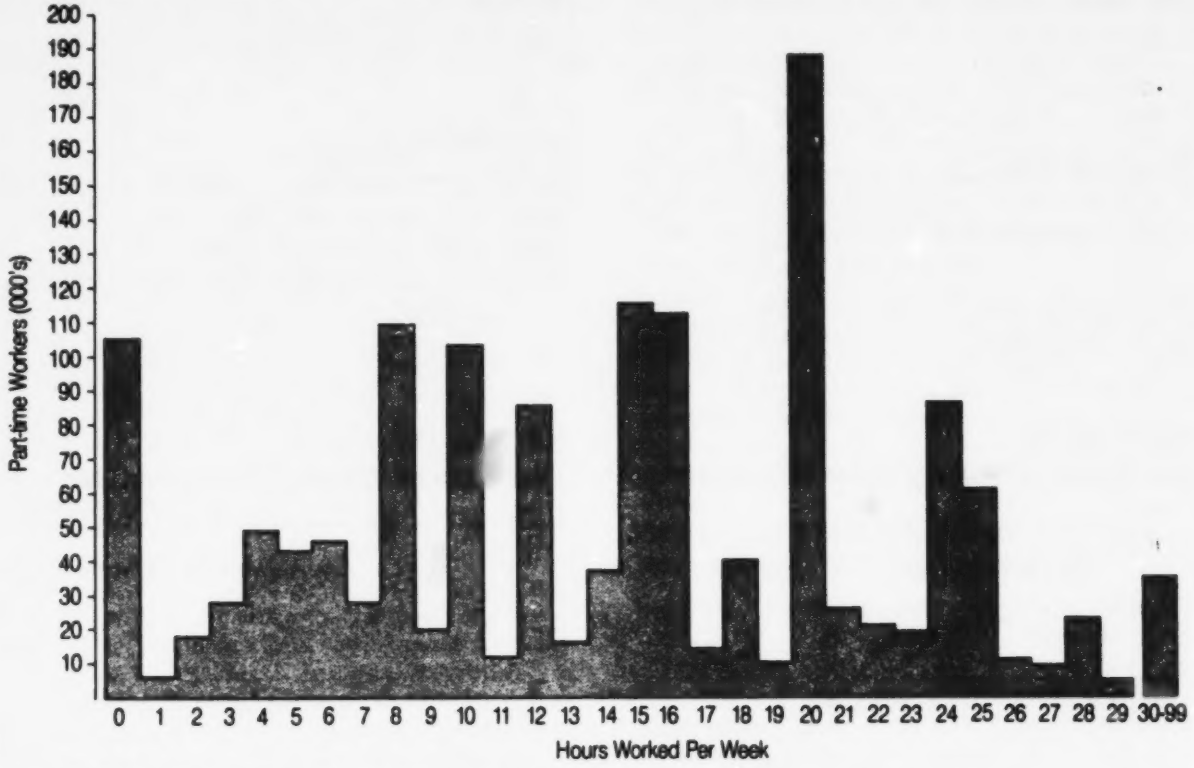
4. The Part-time Worker's Commitment to the Work Place

Part-time workers are commonly perceived to have a casual attachment and attitude towards their job and their place of work. The Commission was told that part-time and full-time workers should not always be provided with the same work-related benefits since these benefits should reward commitment. The Commission was also told that part-time workers show their lack of commitment by staying only a short time with the job, by working only for extra luxuries for the family, and by working part-time in addition to a full-time job ("moonlighting"). This section examines these issues.

a. Job Tenure

One of the ways in which the part-timer's casual attachment to work is revealed, it has been argued, is in the high turnover of part-time workers. In turn, high turnover creates higher training, orientation and administrative costs for the employer. Therefore, some believe, since part-time workers have shorter job tenure, the employer should feel less inclined to provide the part-time worker with the same work-

DIAGRAM 16
Actual Hours Worked in an Average Week, 1981



Source: Statistics Canada *Labour Force Survey*, 1981 Averages. Unpublished.

related benefits which are provided to "committed" workers, namely, full-time workers.

Of concern then, is the relationship between job tenure and part-time work. Is the short job duration of part-time workers a function of part-time work *per se?* Is it because a person works part-time rather than full-time that they stay a shorter time in their job (and therefore have a casual relationship to their place of work), or is short job tenure due to other reasons?

That part-time workers have shorter job tenure is not in dispute. In 1981 (Diagram 17a), 45 per cent of part-time workers had been with their current employer for less than one year, whereas only 24 per cent of full-time workers had such short job duration. Conversely, the proportion of full-time workers who had been with their employer for 11 or more years is almost three times the proportion of comparable part-time workers. Nonetheless, quick conclusions drawn from this data can be deceptive. And equally deceptive would be the conclusion that women part-time workers, because they are women, are more committed to the work place, due to their job tenure, than men part-time workers (Diagram 17b).

Full-time workers and women part-time workers appear to have longer job tenure because job tenure is largely a function of age. The young have short job tenure because they (especially students) move in and out of part-time work during the year, and, because they have simply not lived long enough to have worked for many years. Once age is partially controlled (Diagram 17c and d and Table 8), the job tenure of workers under the age of 25 (men or women, full-time or part-time) is very similar, and very short. In the group of workers over the age of 25, men do have longer job tenure than women, and full-time workers do have longer job tenure than part-time workers. But the job tenure differences between full-time and part-time workers are substantially reduced.

Moreover, if the data were collected in a different

DIAGRAM 17a
Job Tenure of Full-time and Part-time Workers

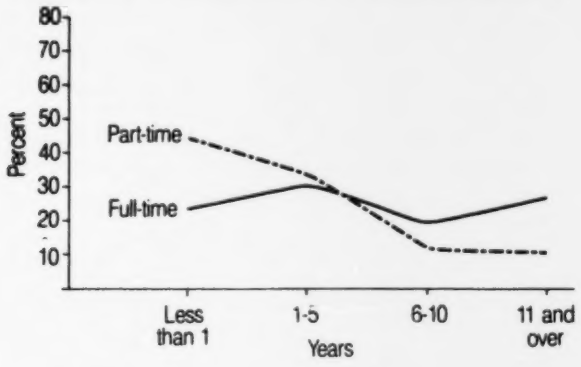


DIAGRAM 17b
Job Tenure of Men and Women Part-time Workers

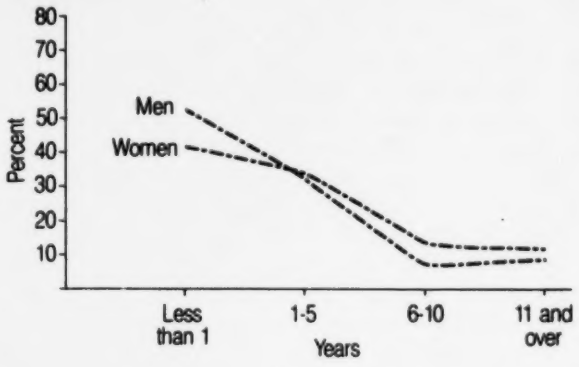
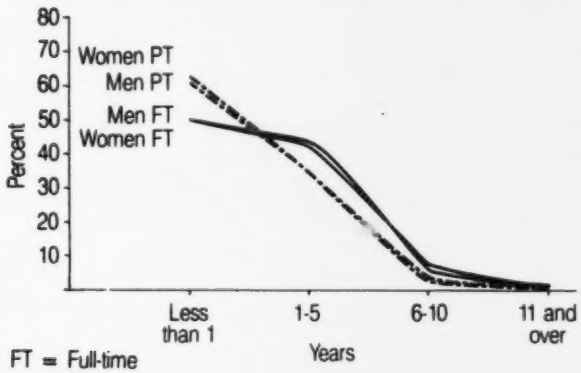
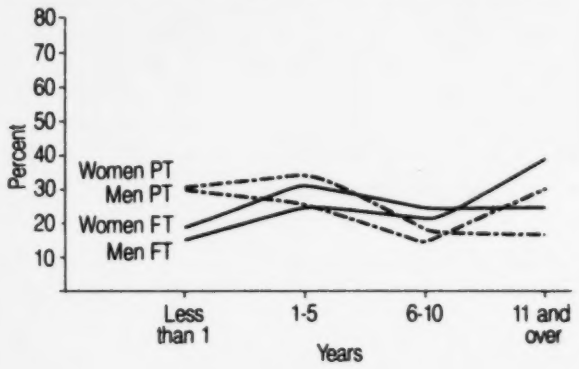


DIAGRAM 17c
Job Tenure for Workers Under 25 Years of Age



FT = Full-time
PT = Part-time

DIAGRAM 17d
Job Tenure for Workers 25 Years and Over



Source: Derived from Statistics Canada *Labour Force Survey*, 1981 Averages. Unpublished.

manner, it is probable that the full-time and part-time differences would be reduced even further. Job tenure in the Labour Force Survey is defined as a period of continuous employment with vacation, sick leave and temporary lay-off being considered as continuous employment, as long as the worker has a job to return to. But where people work on-call, or in seasonal jobs, job tenure reflects only the most recent spell of employment. The part-time retail sales clerk who works in each of the seasonal retail peaks at the same store for over 20 years, and the part-time nurse who works on-call or on summer relief at the same hospital for over 20 years, may both be recorded as having less than one year's job tenure in each of the 20 years in which they worked. In general, the Labour Force Survey measure tends to underestimate the length of time a person has been with an employer. If, as we have reason to believe, the pattern of people working part of the year and later returning to their employer is more common among part-time workers than full-time workers, then this commonly used measure of job tenure would have a built-in bias. The bias would increase the differences in job tenure between full-time and part-time workers.

For these reasons, the Commission suggests that a decision to provide fewer work-related benefits to part-time workers solely on the basis of their job tenure cannot be supported. Job tenure is partially a function of the age of the worker. Were benefits to be awarded on the basis of job tenure, then benefits should be paid according to age, not according to

whether the worker is part-time or full-time. If job tenure is to be used as a measure of commitment, then age, not being part-time *per se*, brings a greater commitment to the workplace.

TABLE 8
Job Tenure

	All Ages		Workers Under 25 Years		Workers 25 Years And Over	
	Less than 1 year	11 and more years	Less than 1 year	11 and more years	Less than 1 year	11 and more years
Per cent of part-time workers	45	10	62	0	31	19
Per cent of full-time workers	24	27	50	0	16	34

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished.

b. The Part-time Worker's Income

Part-time workers are also frequently perceived as working for "pin money", for extra luxuries for themselves or the home. This charge has been levelled particularly at the young part-time worker and at the married woman part-time worker, and its importance for investigation derives largely from subsequent conclusions drawn from the pin money claim. Again, but for different reasons than those related to job tenure, it has been argued that the part-time worker is uncommitted. That is, if part-time workers work only for luxuries, they will be neither committed to their work nor their work place, and therefore do not warrant the same level of work-related benefits (job security, hourly wage, fringe benefits, etc.) the committed worker warrants.

No doubt working for extras is a motivation for some women in households with more than one earner, and for a number of young men and women, especially high school students who do not support themselves and whose income from employment is not essential for maintaining the household. Nonetheless, the income derived from part-time work is so small that the extra expense of going to work must consume a significant portion of it. For people who work part-time, it is difficult to believe that after expenses many luxuries would be gained. It is difficult to reason that they do not work out of necessity.

The pin money argument implies that the part-time worker works only at a part-time job while someone else in the household works full-time in order to pay for necessities. Therefore the Commission first sought to identify those people whose total yearly income from paid employment is gained only from part-time work in a paid worker job(s). These the Commission has called pure part-time workers. There were 1.8 million pure part-time workers in Canada in 1981, and seventy-two per cent of them received income from wages and salaries of less than $5,000 per year from all of their paid employment (Table 9).[6] Another 20 per cent earned between $5,000 and $10,000, and a small proportion (mostly men) earned more than $20,000.

Clearly, part-time work, by itself, does not bring a high yearly income. Moreover, this income would leave little after deducting work-related expenses (transportation, lunches, and clothing), the loss of the spousal tax deduction (where applicable), and any child care expenses.

TABLE 9
Pure Part-time Paid Workers and Their Total Yearly Income From Paid Employment

Total Yearly Income ($) from Paid Employment	Both Sexes # (000's)	Both Sexes %	Men # (000's)	Men %	Women # (000's)	Women %
Total	1793	100.0	537	100.0	1256	100.0
Under 5,000	1297	72.3	416	77.5	882	70.2
5,000 - 9,999	350	19.5	79	14.7	271	21.6
10,000 - 14,999	90	5.0	20	3.7	70	5.6
15,000 - 19,999	27	1.5	8	1.5	20	1.6
20,000 and over	27	1.5	14	2.6	13	1.0

Source: Statistics Canada. *Survey of 1981 Work History*. Unpublished.

The pure part-time workers are a subset of all people who work part-time at some time during the year. In 1981, there were 2.4 million people who worked in a part-time paid worker job at some time of the year, while at other times in the year they could have been working full-time. If the total yearly income these 2.4 million workers received from their paid employment was but a small part of their total household income,[7] it could be reasoned that the monies received from part-time work were being

[6] This low level of income was not unexpected. Although using another definition of part-time, the Labour Force Survey shows that part-time workers average only 14 hours of work per week, or 15 hours per week if those who were not at work during the reference week are excluded. Also, this income is from paid employment only and therefore does not include other income sources such as family allowances, old age security, self-employment, etc.

earned for non-necessities.

Table 10 shows the per cent of total paid employment household income earned by the 2.4 million people who worked part-time at some time in 1981. Their income is in wages and salaries earned from all paid employment, including income obtained from their part-time jobs, and full-time jobs, if any. Note that the table uses the variable "total household income from all paid employment", not "total household income". Data obtained on the latter in relation to part-time jobs were not considered valid. Its replacement by "total household income from all paid employment" is acceptable, if the assumption that most households largely depend upon earned income from paid jobs is also acceptable.

TABLE 10
Total Income From Paid Employment as a Percent of Total Household Income From Paid Employment

	People Employed as a Part-time Paid Worker At Some Time In 1981		
	Both Sexes	Men	Women
Age Of Worker			
All Ages	23	28	20
15-24	14	25	14
15-16	6	7	6
25-44	33	68	25
45 & over	30	57	23
Total number of workers	2,433,000	868,000	1,564,000

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

The conclusions to be drawn from Table 10 are as expected. Women who work part-time at some time during the year contribute a lower proportion (20 per cent) of the household's total paid employment income than do men (28 per cent), and younger workers contribute a lower proportion than older workers. The high percentage of household income contributed by prime working age men who work part-time at some time in the year suggests that many of these men are also working full-time at some time during the year.

What inferences can be drawn from Table 10 with regard to part-time workers working for non-essentials? The young worker contributes a small percentage (14 per cent) towards household income, and a subset of the 15 to 16 year olds (high school students in the main) actually contribute only six per cent. Given the size of income earned by part-time workers and the contribution by the young, we can agree that the young do not play a significant role in essential household maintenance.

This is not the case with regard to the woman who works part-time during her prime working age. Of women between the age of 25 and 64 who worked part-time at some time in 1981, 85 per cent are pure part-time workers. Remembering the low incomes received by pure part-time workers, if women who work part-time at some time in the year contribute up to one-quarter of household income, it is difficult to reason that great luxuries will be purchased from their part-time work. Common sense dictates that if these women are working for income, they are contributing to the essential maintenance of the household.

Thus, the Commission could not find evidence to support the argument that prime working age women are working for extra luxuries and that for this reason these women are uncommitted to their work.

c. Multiple Job Holding

The third reason that some people believe part-time workers to be less deserving of work-related benefits is based upon some employers' experience with hiring "moonlighters". As one employer wrote:

> Many part-time workers hold full-time jobs where their pay usually includes a full set of benefits. Payment of a second set of fringe benefits would be superfluous.

Since several employers mentioned moonlighting, the Commission sought to estimate the extent to which full-time workers do hold additional part-time jobs. Because the moonlighting argument concerns fringe benefits, a person who was moonlighting would have to be in jobs where fringe benefits could apply: namely, in paid worker jobs, not in self-employment or in unpaid family worker jobs. Also, to be classified as a full-time worker the multiple job holder's main job would have to be at least 30 hours or more per week.

The Commission found that there were 274,000 people in 1981 (Labour Force Survey, Annual Averages) who had multiple jobs, whose main job usually involved at least 30 hours per week, and who worked at least 40 hours per week in all jobs. However, only 150,000 of these workers worked in at least two paid worker jobs. Using this definition of moonlighting, then, it appears that in addition to the 1.5 million part-time workers, there is another 150,000 (or

[7] Throughout, household is synonymous with the economic family, where the economic family is comprised of those people who are living in the same household and who are related by blood, marriage or adoption.

another 10.2 per cent) who work part-time as moonlighters.

Therefore, while moonlighters may form an important part of employment within particular localized businesses, their number does not permit the conclusion that moonlighters are numerous across the country. Indeed, multiple job holders in general form only 3.4 per cent of all employed. And moonlighters, as defined above, comprise less than two per cent of all people employed full-time.

Multiple job holding by part-time workers was of interest to the Commission in two further ways. First, how many multiple job holders are there among the people who are classified as part-time workers by the Labour Force Survey because they usually work less than 30 hours, in total, per week? The number turns out to be very small. Only 44,000, or less than three per cent of part-time workers are multiple job holders.

Second, since the Labour Force Survey identifies those who usually work 30 or more hours per week as full-time workers, and full-time workers are perceived to receive better treatment than part-time workers, the Commission was interested in the number of people who held two or more part-time jobs but were recorded as full-time workers. In 1981, on average, there were an additional 41,000 people across Canada who were recorded as full-time workers when in fact their "full-time" work was comprised of more than one part-time job. If these people were included in the part-time worker estimate, the proportion of part-time employment to total employment would rise by only 0.4 per cent — from 13.5 per cent to 13.9 per cent.

Summarizing the discussion above, non-wage work-related benefits still appear to be regarded by some as a reward for loyalty to the employer and for commitment to the job. In turn, commitment was most often discussed with the Commission in terms of the part-time worker's job tenure and the purpose for which earnings from part-time jobs are used. Students and married women were described as working part-time for pin money; some full-time men workers were described as moonlighting for the family's new car or yearly vacation.

However, the Commission found job tenure to be more a function of the age of the worker than of being part-time *per se*. Evidence was found to support the argument that young part-time workers are not contributing to household necessities, but evidence could not be found to suggest that the prime working age woman is using earnings from part-time jobs to purchase luxuries. And while moonlighting does exist, the vast majority of part-time workers are not moonlighting.

B. Part-time Jobs

The Survey of Work History records the number of jobs, both full-time and part-time, that existed at some time in 1981, and collects information from the job holder for each and every job that person held during the twelve-month period. It therefore permits analysis using the part-time paid worker job that existed at some time in 1981 as the unit of measurement, where a paid worker job is defined as a job which was both paid and involved an employer-employee relationship.

There were 2,702,000 part-time paid worker jobs in Canada in 1981, or 19.9 per cent of the total 13,568,000 paid worker jobs across the country.[8] Of interest in this section are the work schedules, unionization, and wages of these 2,702,000 part-time jobs.

1. The Work Schedules of Part-time Jobs

It was noted earlier that throughout the public hearings the Commission was continually told that part-time jobs are essential since they provide both flexibility to the employer who must respond to daily and seasonal business fluctuations, and flexibility to the worker who must fit her work schedule in with other demands made upon her time. Whether or not the flexibility offered by part-time jobs better suits the needs of the employer or the needs of the worker, nation-wide data reveal an enormous variety of work schedules in part-time jobs.

Work schedules are examined here by first looking at the usual hours per day worked, thereafter the usual days per week, the usual weeks per month, and finally by the number of months per year. But a partial analysis such as this provides a conservative

[8] It is important to note that this does not imply that there were 13.6 million jobs available in 1981 nor that there were 2.7 million part-time jobs available in 1981, as turnover or job change is not reflected in the count. For example, if two people who worked all year exchanged jobs midway through the year, then the Survey of Work History measures not two full-year jobs, but four "person-jobs" lasting six months. Thus the high proportion of part-time jobs to all jobs reflects, in part, the higher turnover of part-time workers — notably the young part-time worker. When person-jobs are converted to full-year equivalents, part-time full-year equivalent jobs reduce to 16.2 per cent of all full-year equivalent jobs.

estimate of the number of different types of work schedules, and therefore, combinations involving the first three categories (hours per day, days per week, weeks per month) are also examined.

The data show that, as expected, the vast majority of full-time jobs involve working a full day, full week, full month, and a majority last the full year (Table 11). By comparison, only 37 per cent of part-time jobs involved working a full-day; only 27 per cent involved working a full week; while 81 per cent involved working during all weeks of the month. Further, only 33 per cent of part-time jobs lasted the full twelve months of the year. Generalizing, part-time workers are more likely to get work entailing some hours per day and some days per week for all weeks of the month, but the number of months which the job will last will be less than the whole year.

TABLE 11
Summary of Work Schedules

	Full-time Jobs (Total 10,866,000)	Part-time Jobs (Total 2,702,000)
Jobs usually involving full-day work (7 or more hours per day)	96%	37%
Jobs usually involving full-week work (5 or more days per week)	97%	27%
Jobs usualily involving full-month work (4 weeks per month)	99%	81%
Jobs which lasted a full-year (12 months of the year)	55%	33%

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

a. Daily, Weekly and Monthly Work Patterns in Part-time Jobs

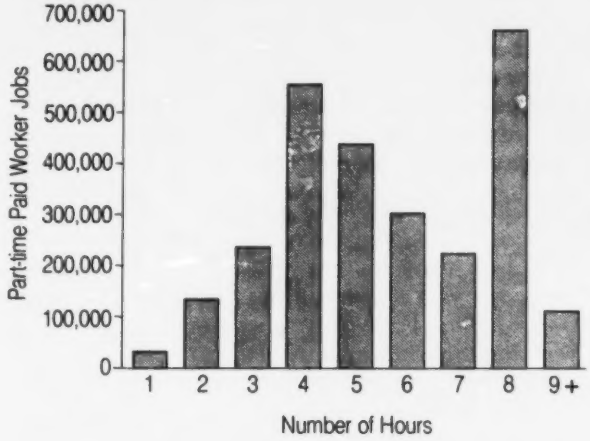
Looking more closely at the part-time work schedules, the most common daily pattern is working eight hours, a full day. However, while this is the most common pattern, only 661,000 of the 2,702,000 or 25 per cent of the part-time jobs involved working an eight-hour day on the days that the worker worked. The second most common daily pattern was the four-hour day.

The most common weekly pattern among part-time jobs is that involving two days of work per week — but this pattern also involved only 25 per cent of the jobs. Almost as frequent were those jobs involving three days of work and those involving five days of work in the week the worker worked.

Almost all of the part-time jobs had the same monthly pattern. Eighty-one per cent involved work in all of the weeks of the month.

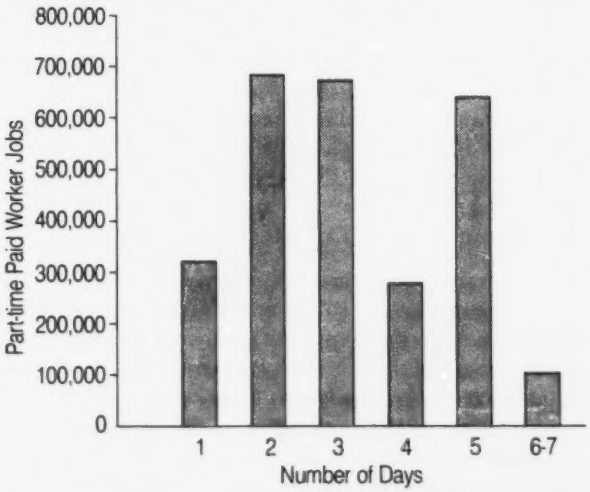
Diagrams 18, 19 and 20 cannot be combined to generalize that the most common within-month part-time work schedule is eight hours per day, for two

DIAGRAM 18
Number of Hours Usually Worked Per Day in Part-time Jobs



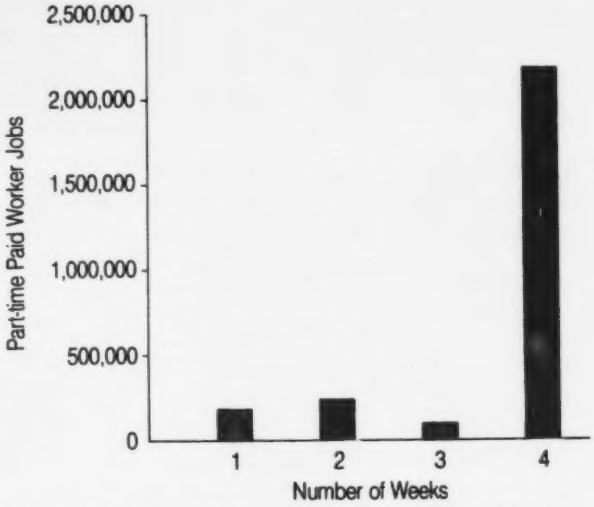
Source: Statistics Canada *Survey of 1981 Work History.* Unpublished.

DIAGRAM 19
Number of Days Usually Worked Per Week in Part-time Jobs



Source: Statistics Canada *Survey of 1981 Work History.* Cat. 71-001, October 1982.

DIAGRAM 20
Number of Weeks Usually Worked Per Month in Part-time Jobs



Source: Statistics Canada *Survey of 1981 Work History*, Cat. 71-001, October 1982

days per week, for all weeks of the month. In fact, the most common combined schedule was four hours per day, for five days of the week for all weeks of the month. That is, the most common schedule was part-day, full-week. But the enormous variety of work schedules in part-time jobs can be appreciated when it is realized that this most commonly reported schedule applied to only eight per cent of all part-time jobs, and the 11 most commonly reported combined schedules together accounted for less than half of all part-time jobs. (Table 12).

TABLE 12
Most Common Work Schedules in Part-time Jobs

Part-time Jobs # (000's)	Part-time Jobs %	Work Schedules	
		Particular	Generalized
213	7.9	4 hours/day, 5 days/week	part day, full week
183	6.8	8 hours/day, 2 days/week	full day, part week
171	6.3	8 hours/day, 3 days/week	full day, part week
134	5.0	5 hours/day, 5 days/week	part day, full week
101	3.7	4 hours/day, 3 days/week	part day, part week
100	3.7	5 hours/day, 3 days/week	part day, part week
88	3.3	6 hours/day, 3 days/week	part day, part week
83	3.1	6 hours/day, 2 days/week	part day, part week
81	3.0	8 hours/day, 1 day /week	full day, part week
78	2.9	4 hours/day, 2 days/week	part day, part week
78	2.9	3 hours/day, 5 days/week	part day, full week
1,492	55.2	All other schedules	
2,702			

Source: Statistics Canada. *Survey of 1981 Work History*. Cat. 71-001, October, 1982.

This result has important implications for the Commission. Not only do these work schedules confirm the extensive array of work patterns discussed in the written and verbal briefs to the Commission, but they also serve as a warning to those who seek to define or legislate a definition of part-time work on any but the broadest of terms. A narrow definition based solely on the number of hours worked per week or weeks worked per month, could exclude a large number of the jobs identified above. Moreover, as will be discussed in the following section, a quarter of these part-time jobs fluctuate in hours worked from month to month. A definition of part-time work which hopes to reflect the reality of the work place must therefore be broad to encompass the variety of existing work patterns.

b. Changes in Hours Worked from Month to Month, and the Reasons for Change

Both employers and employees alike expect work schedules to be changed from time to time as circumstances dictate. Work schedules, as measured here, involve the hours (days or weeks) usually worked. But the usual hours worked can vary according to the personal and home situation and other demands placed upon the worker, and the business climate of the employer.

Part-time jobs are much more likely than full-time jobs to have a change in the hours of work each month. In 1981, 27 per cent of part-time jobs were those in which the number of hours fluctuated from month to month. Only six per cent of full-time jobs were affected in this way. Thus a job held by a part-time worker has a greater likelihood of having variation in working hours.

The reasons why jobs fluctuate in hours worked are also very different as between full-time and part-time jobs. Excluding unknown "other" reasons, the small percentage of people who held those full-time jobs which varied in hours worked reported that the change was due to an increase or decrease in their employer's business, and thereafter, because the job-holder was on-call. But 44 per cent of the part-time jobs with varied monthly hours resulted from the job-holder being on-call (Table 13). Of far less importance to changed hours in part-time jobs were decreases in the employer's business, but of much greater importance than to full-time jobs were the job holder's school commitments.

TABLE 13
Change in Hours from Month to Month, and the Reason for Change

	Full-time		Part-time		Part-time Men		Part-time Women	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total number of jobs	10866	100.0	2702	100.0	964	100.0	1738	100.0
No change in hours	10223	94.1	1975	73.1	667	69.2	1308	75.3
Change in hours	643	5.9	727	26.9	297	30.8	430	24.7
Reasons for Change								
Total jobs where hours changed	643	100.0	727	100.0	297	100.0	430	100.0
Own illness or disability	22	3.4	10	1.4	...	n.a.	...	n.a.
Personal or family responsibility (excluding child care)	10	1.6	11	1.5	...	n.a.	10	2.3
Going to school	28	4.4	91	12.5	50	16.8	41	9.5
Labour dispute	20	3.1	...	n.a.	...	n.a.	...	n.a.
Child care	...	n.a.	...	n.a.	...	n.a.	...	n.a.
On call	104	16.2	322	44.3	117	39.4	205	47.7
Increase in employer's business	162	25.2	55	7.6	21	7.1	34	7.9
Decrease in employer's business	128	19.9	113	15.5	54	18.2	59	13.7
Other	168	26.1	117	16.1	48	16.2	69	16.0

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

Two important issues arise from Table 13. First, it is interesting to speculate whether the change in hours in part-time jobs was to the benefit of the employer or the employee. To assess the relative benefits, unknown "other" reasons were excluded in the following tabulation. Those reasons caused by the employee's personal situation (own illness or disability, personal or family responsibilities, going to school, child care), and those caused by the employer's situation (an increase or decrease in business), were assigned. And it was assumed that the employer and employee were equally responsible for labour disputes, and that on-call arrangements are to the mutual benefit of both employer and employee. Thus:

TABLE 13a

Changes Due to Worker's Situation	Number of Jobs (000's)	Changes Due to Employer's Situation	Number of Jobs (000's)
Own illness or disability	10	Increase in business	55
Personal & family responsibilities	11	Decrease in business	113
Going to school	91		
Child care	...		
Labour dispute	...	Labour dispute	...
On-call	161	On-call	161
	273		329

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

One can only speculate from this result that fluctuating work hours are caused more by the employer's circumstances than by the worker's circumstances. Perhaps if the employer were interviewed as well, his perception of why work hours changed might differ.

Second, during the hearings, witnesses reported that women found reliable child care a major barrier to undertaking part-time work. The fact that child care was not a reason given for a change in hours worked need not necessarily be interpreted to mean that adequate and reliable child care is not a problem. Equally consistent with this low response on child care could be the avoidance of those jobs likely to involve a change of hours by part-time women workers with young children.

c. Additional Hours Wanted, and the Reasons Why They Were Not Worked

It is frequently argued that part-time work, being one form of underemployment, should not be encouraged. It is argued that part-time workers want to work full-time, sufficient full-time work is not made available in our society, and the worker is forced to take part-time work — a less desired employment option. Part-time work is then seen by some as a mechanism that merely shares unemployment.

The Labour Force Survey supports this argument for some, but not all, part-time workers. In 1981, 18

per cent of part-time workers worked part-time when they really wanted a full-time job. And, the same source supports the view that when less full employment is available (as in this recession), a greater percentage of part-time workers are forced to choose their less preferred employment option; by 1982, 25 per cent of part-time workers said they were working part-time when they preferred to be working full-time.

But the Labour Force Survey data on this issue has long been regarded as less than satisfactory for reasons given earlier, and an attempt to get a clearer picture was made in the Survey of Work History. In this latter survey, part-time workers were not asked why they worked part-time, but were asked if they would have preferred to work additional hours per month and the reasons why the additional hours, if wanted, were not worked. Although the question referred to work at any stage of 1981, it was asked in January 1982, after the current recession had started. Its response should therefore indicate the relationship between underemployment and part-time work.

From a different perspective, the conclusions drawn from the Survey of Work History confirm the conclusions drawn from the Labour Force Survey. Some, but not all of the holders of part-time jobs are working part-time when they would rather be working additional hours. Some, but not all of the holders of part-time jobs are therefore underemployed each month.

However the majority of part-time job holders did not want to work additional hours. In almost two million (73 per cent) of the 2,702,000 jobs, additional hours were not wanted (Table 14), and in more than half of the jobs where additional hours were wanted, these additional hours amounted to less than 10 per week. For those people holding jobs which approach full-time, these extra hours might accomplish full employment. For those people holding more than one part-time job additional hours might not be relevant, rather the benefits which may attach to full-time jobs might be of greater importance, but this is unrelated to a discussion of underemployment. Whichever way the data are viewed, we can only conclude that part-time work constitutes underemployment for a minority of part-time workers, albeit a sizeable minority.

Within this minority, the lack of further work is less of an issue for women job holders than for men. Three-quarters of the women job-holders are satisfied with their hours and do not want to work more each month; two-thirds of the male job-holders are satisfied. For those dissatisfied, extra hours are wanted in those occupations (processing, construction, transportation, material handling) and industries (other primary, manufacturing, and construction) which attract larger proportions of men part-time workers.

TABLE 14
Additional Hours Wanted per Month in Part-time Jobs

	Part-time Jobs (000's)	Men # (000's)	Men %	Women # (000's)	Women %
Total	2702	964	100.0	1738	100.0
No additional hours wanted	1960	650	67.4	1311	75.4
Additional hours wanted	742	314	32.6	428	24.6
1 - 40 hours	403	160	16.6	243	14.0
41 - 80 hours	188	83	8.6	105	6.0
80 and more hours	152	71	7.4	80	4.6

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

TABLE 15
Additional Hours Wanted Per Month in Part-time Jobs, by Industry and Occupation

	Total Jobs (000's)	Jobs in which additional hours wanted (000's)	Per Cent
All Occupations	2702	742	27.5
Managerial, professional	516	115	22.3
Clerical	614	138	22.5
Sales	371	93	25.1
Service	716	225	31.4
Primary	114	30	26.3
Processing	111	44	39.6
Construction	64	30	46.9
Transportation	72	28	38.9
Material handling & other	124	39	31.5
All Industries	2702	742	27.5
Agriculture	80	17	21.3
Other primary	34	14	41.2
Manufacturing	174	58	33.3
Construction	90	31	34.4
Transportation, communications and other utilities	125	41	32.8
Trade	684	183	26.8
Finance, insurance and real estate	90	13	14.4
Community, business and personal services	1303	357	27.4
Public administration	121	28	23.1

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

As each person identified a job in which additional hours were wanted, he or she was asked the reason(s) why the additional hours were not worked. In each case the person was given the opportunity to identify up to three reasons, where the first reason given need not have been the most important. Table 16 shows the number of times each specific cause for not working additional hours was given across the 742,000 jobs.

TABLE 16
Reasons Why Additional Hours Were Not Worked in the 742,000 Jobs in which Additional Hours Were Wanted

	Number of Jobs (000's)	Men (000's)	Women (000's)
Total number of jobs in which additional hours wanted	742	314	428
No reason given	53	25	28
Own illness or disability	10	...	...
Personal & family responsibilities	9	...	...
Child care	...	...	...
Going to school	44	28	16
Additional hours not offered	624	258	365
Scheduling not suitable	23	11	12
Payment not sufficient	...	...	...
Transportation problems	...	...	...
Another reason	52	19	33

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

Note: The columns will not sum to the totals as more than one reason was associated with some jobs.

The job-holders overwhelmingly believe that the reason additional hours were not worked was due to the employer not offering extra work. This reason was given in relation to 624,000 of the 742,000 jobs in which additional hours were wanted. Presumably, given the timing of the question, the employers did not have a great deal of extra work to offer. The only other reason of any frequency was a personal rather than an employer constraint — school commitments — and a few job-holders were constrained by the scheduling of additional hours. However, additional hours were not refused because of child care difficulties, transportation problems or because the payment was insufficient. And surprisingly few workers believed themselves limited by personal or family responsibilities (excluding child care), or by their own illness or disability.

The response on child care was unexpected. It will be remembered that women's groups and unions in their briefs to the Commission emphasized the significance of inadequate child care as a barrier to women's employment. Why then were child care difficulties not given as a reason for not accepting additional hours of work? A re-examination of the questionnaire and its tabulation provided no help. Nor was the apparent conflict resolved by unpublished data from the 1982 Child Care Survey. In this survey, only four per cent of full-time working women said that they had left or refused a job (either her current job, or her most recent job if it had been held within the last five years) due to difficulties with child care arrangements. And, only five per cent of part-time working women had done so.

Therefore, we can only conclude that either the problems associated with child care differentiate between women who work and those who do not work at all; or, that women who both work part-time and have children to look after do not want to work additional hours; or, child care arrangements are indeed not a barrier to women who want to work additional hours. Several different conclusions are consistent with the data.

d. Part-year and Full-year Work Patterns

A part-year work pattern is convenient to many part-time workers and their employers. We have seen that young workers, especially students, have a distinct within-year work pattern, working part-time in the main during the school months, and seeking full-time work, not working, or continuing with their part-time work during the summer months. To a lesser extent, women also leave part-time employment during the summer months, presumably to spend time with, and to look after their children who are home from school. At the same time, employers with seasonal demands for their goods and services vary in their within-year demand for part-time workers, hiring part-time workers to accommodate business peaks, and laying-off workers thereafter. Added to these part-year jobs wanted by employees and employers is the normal job turnover: people become dissatisfied with their work environment and leave; illness, or non-work demands are placed upon a worker's time, forcing the worker to leave; or the employer becomes dissatisfied with the employee's work and fires the employee.

All of these activities, plus others such as the creation of new jobs and the disappearance of others, are reflected in the sum of all part-year jobs. Even full-time jobs, often perceived to run the whole year, experience a high degree of job turnover. In 1981 only 55 per cent of all full-time paid worker jobs lasted the whole 12 month period. Only 44 per cent of

all jobs in Canada (full-time and part-time paid worker jobs) were full-time *and* full year. But full-year jobs are far fewer for those jobs which are part-time. Only one-third of the 2.7 million part-time jobs lasted the full twelve months in 1981.

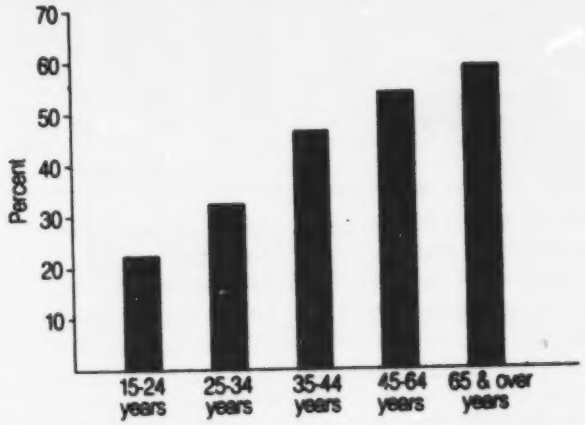
None of the national data sources provide an acceptable basis on which to define permanent part-time work and, therefore, no basis for seeking the characteristics of those who have acquired permanent part-time work. At the same time there is evidence that, notwithstanding the work pattern preferences of students and some women discussed above, permanent work is desired. Part-time workers who wrote and spoke to the Commission emphasized a preference for permanency, as do the majority of those unemployed people who are recorded as seeking part-time work. Full-year part-time work does provide one measure of permanency.

Who, then, are the part-time workers who hold these full-year part-time jobs? What are the characteristics of the part-time workers who hold the 885,000 part-time jobs that, whatever the daily and weekly work schedules, lasted the whole year? We can expect them to be women, since most of the men are young and therefore many are students. This proves to be the case. Of the 885,000 full-year part-time jobs, 610,000 or 69 per cent were held by women. We can expect them to have "female occupations", and the data support this also. Of the nine occupational categories, the three which had the highest percentage of part-time jobs lasting the full year were, in order, clerical positions (39 per cent of all clerical part-time positions lasted the full-year), sales positions (37 per cent) and managerial and professional positions (37 per cent).

The line of reasoning that promoted the expectation that those who acquired permanency would be women and therefore in typical "female occupations" was based on the differences in age between men and women part-timers. It is the age variable that the Commission hypothesizes to be a most important personal characteristic of the job holder who acquires permanent part-time work. It is possible that just as Canadian households become less mobile as adults age, so too do the adults seek to acquire stability in their work patterns, and permanent part-time work becomes more important to the job holder. Employers may also have a preference for older people who are perceived to be more stable in their life styles.

Whatever the cause, the data in Diagram 21 reveal a close relationship between age and permanent part-time jobs when the latter are defined as being full-year part-time jobs. A higher percentage of each successive part-time age group had a full-year job in 1981, indicating that as the part-time worker ages, permanent part-time jobs will be sought and acquired.

DIAGRAM 21
Percent of Each Age Group of Part-time Job Holders Working in a Full-year, Part-time Job



Source: Derived from Statistics Canada *Survey of 1981 Work History.* Unpublished.

The Commission also examined the relationship between full-year part-time jobs and their level of unionization, and found that unionized part-time jobs do have a higher likelihood of lasting the full year than do non-unionized jobs. Fifteen per cent of all part-time jobs were unionized, but 21 per cent of all full-year part-time jobs were unionized (Table 17).

Moreover, this generalization holds true for each and every occupational group in which there are significant numbers of unionized full-year part-time jobs. The relationship between full-year part-time jobs and unionization encourages the conclusion that part-time workers who seek permanency would increase their chances of acquiring it by finding a unionized job. Finally, the unionization of full-year part-time jobs where the job holders are managers and professionals is noteworthy. Those managers and professionals, primarily nurses and teachers, who have acquired full-year jobs have the highest level of unionization.

2. *Unionization*

The Commission heard from many part-time workers

TABLE 17
Per Cent of Full-year Part-time Jobs Which Are Unionized

	Part-time Jobs			Full-year Part-time Jobs		
	# (000's)	# Unionized (000's)	% Unionized	# (000's)	# Unionized (000's)	% Unionized
Total	2702	406	15.0	885	183	20.7
Managerial & professional	516	178	34.5	190	82	43.2
Clerical	614	72	11.7	238	37	15.5
Sales	371	21	5.7	138	12	8.7
Service	716	62	8.7	193	27	14.0
Primary	114	...	n.a.	35	...	n.a.
Processing	111	18	16.2	28	...	n.a.
Construction	64	12	18.8	...	...	n.a.
Transportation	72	15	20.8	17	...	n.a.
Material handling	124	22	17.7	37	11	29.7

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

on the subject of unionization and membership in professional and other associations that bargain collectively. Generally, it was claimed, membership within unions and these associations would improve the part-time worker's situation. The Commission therefore sought to estimate the extent of unionization[9] in part-time jobs compared to the extent in full-time jobs, and to judge whether or not the part-time worker who is a member of a union fares better than the part-time worker who is not a member.

In the discussion on full-year jobs and unionization in the previous section it was found that part-time jobs which lasted the full 12 months of the year were more likely to be unionized than all part-time jobs. This is not to say that either 12-month part-time jobs or part-time jobs in general have a high degree of unionization. In fact, the opposite is true. Few people who hold part-time jobs are members of a union or another group which bargains collectively with an employer.

Of all paid worker jobs identified in the Survey of Work History, 31 per cent were unionized (Table 18). But as discussed earlier, the very areas which have the highest rate of unionization are the same areas which have the fewest part-time jobs — processing, construction, transportation, material handling and other. And conversely, the occupations which have the largest number of part-time jobs are among the least unionized — especially service, sales and clerical positions.

In all, only 15 per cent of part-time jobs identified from the Survey of Work History were unionized compared to 35 per cent of all full-time jobs (Table 19). And, in each and every occupation, it is the worker who holds the full-time job, not the worker who holds the part-time job, who is more likely to be a union member. In occupations such as service, processing, construction, and material handling, the proportion of full-time jobs unionized is approximately three times greater than the proportion of part-time jobs unionized.

The only occupational group which has a similar proportion of full-time and part-time unionized jobs is the managerial and professional group. This suggests, once again, that the teachers' and nurses' associations and unions pay equal attention to the holders of part-time and full-time jobs. Whether part-time workers are given less attention by the respective unions in the other occupational groups, whether employers discourage unionization of part-time workers, or part-time workers are less interested in unionization, is not clear from this data. The data only confirm the gulf that exists between the level of unionization in part-time and full-time jobs.

Would more unionization assist the part-time worker? As was pointed out, permanent part-time jobs have a higher rate of unionization than all part-time jobs. And data show that unionized part-time workers also earn a higher average hourly wage than do non-unionized part-time workers. Further, within those unionized part-time jobs, in most industries and in all major occupational groups, male part-time workers earn more on average than do women part-

[9] As earlier (see also sections A 2 and B 1 (d) of this chapter), unions include professional associations and any other group which bargains collectively with an employer.

TABLE 18
Union Status of All Paid Worker Jobs Held, by Occupation

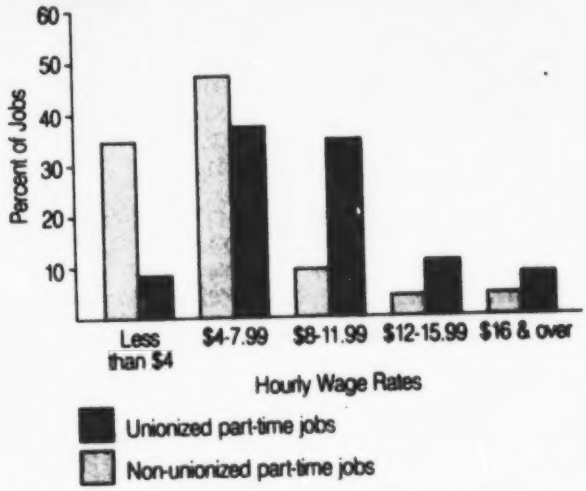
Occupation	Number (000's)	Number Unionized (000's)	Per Cent Unionized
	13568	4234	31.2
Managerial & professional	3001	1109	37.0
Clerical	2629	657	25.0
Sales	1252	101	8.1
Service	2037	421	20.7
Primary	556	120	21.6
Processing	2055	921	44.8
Construction	905	428	47.3
Transportation	522	216	41.4
Material handling & other	606	262	43.2

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

time workers — even though men part-time workers are younger than women part-time workers.

The data to support these statements are presented in two forms. Diagram 22 shows the distribution of part-time jobs across hourly wage rate categories for all of the 2,702,000 part-time jobs. However, because double occupancy of any one job could be treated as two jobs in the Survey of Work History and this would bias average hourly wage rates, Statistics Canada has also calculated the average hourly earnings by dividing the total wages earned by any group, by the total number of hours worked by that group. (See the method used, in the following section.) This eliminates the possible bias, and the average hourly wage rates for major occupational and industrial groups are presented in Tables 20 and 21.

DIAGRAM 22
Percent of Union and Non-union Part-time Paid Worker Jobs in each Hourly Wage Category



Source: Derived from Statistics Canada *Survey of 1981 Work History.* Unpublished.

Examining Table 20, it can be seen that over all part-time jobs, unionized jobs pay more per hour on average than non-unionized jobs: $9.41 compared to $6.19. Moreover, this generalization holds for all of the major occupational groups in which a significant number of part-time jobs exist. Within the unionized jobs, those jobs held by men pay more than those held by women ($10.47 versus $8.93 over all occupations), and this generalization holds for each occupational category having a significant number of unionized part-time jobs held by women.

TABLE 19
The Union Status of Part-time and Full-time Paid Worker Jobs Held, by Occupation

Occupation	Full-time # (000's)	Full-time # Union (000's)	Full-time % Union	Part-time # (000's)	Part-time # Union (000's)	Part-time % Union
Total	10866	3828	35.2	2702	406	15.0
Managerial & professional	2485	931	37.5	516	178	34.5
Clerical	2016	585	29.0	614	72	11.7
Sales	882	81	9.2	371	21	5.7
Service	1321	359	27.2	716	62	8.7
Primary	442	113	25.6	114	...	n.a.
Processing	1944	903	46.5	111	18	16.2
Construction	841	416	49.5	64	12	18.8
Transportation	450	201	44.7	72	15	20.8
Material handling and other	485	240	49.5	124	22	17.7

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

TABLE 20

The Average Hourly Wage Rate ($) in Unionized and Non-Unionized Paid Worker Part-time Jobs in Each Major Occupational Group

	Unionized			Non-Unionized		
	Both Sexes	Men	Women	Both Sexes	Men	Women
All occupations	9.41	10.47	8.93	6.19	6.41	6.09
Managerial & professional	10.90	13.26	10.29	9.49	10.52	9.08
Clerical	7.80	8.78	7.66	6.27	6.34	6.26
Sales	7.02	7.49	6.68	5.51	5.94	5.35
Service	7.51	9.07	6.92	4.61	4.52	4.65
Primary	...	...	...	5.64	6.00	4.92
Processing, machining, etc.	10.13	11.10	...	6.53	7.43	5.42
Construction	9.61	9.61	...	8.16	8.19	...
Transportation	9.94	9.70	...	7.45	7.12	8.13
Material handling	8.08	7.86	...	5.55	5.36	5.91

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

Note: See footnote 10 of this chapter.

Table 21 confirms this pattern for the major industrial categories. In each of the major industrial groups, unionized part-time jobs pay more per hour on average than do non-unionized part-time jobs. Within unionized part-time jobs, only those held by women working within trade pay a higher average hourly wage.

It must be remembered, of course, that in making these comparisons it is not known that unionized and non-unionized jobs are the same, even within the same occupational and industrial categories, nor that the unionized part-time jobs held by women and men are the same. The conclusion to be drawn from the data, therefore, is that unionized jobs pay more on an average hourly basis, but unionized and non-unionized jobs may not necessarily involve the same functions.

Nonetheless, in general terms, the Commission concluded that unions and professional associations do assist the part-time worker. The evidence suggests that a part-time worker who wishes to improve his/her lot financially would seek to be a member of a union or association that bargains collectively.

TABLE 21

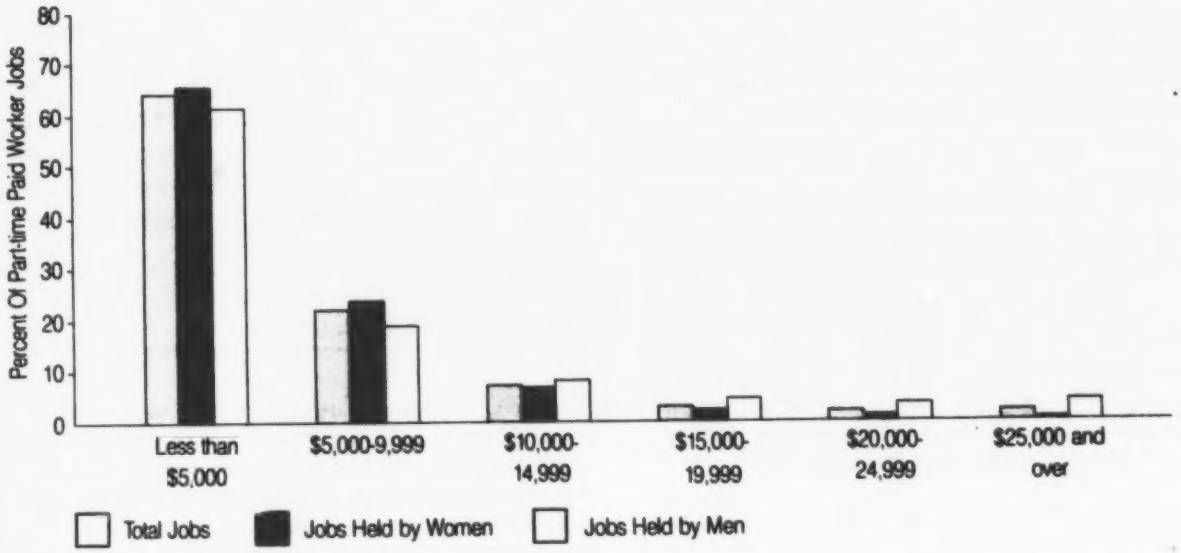
The Average Hourly Wage Rate ($) in Unionized and Non-Unionized Paid Worker Part-time Jobs in Each Major Industrial Group

	Unionized			Non-Unionized		
	Both Sexes	Men	Women	Both Sexes	Men	Women
All Industries	9.41	10.47	8.93	6.19	6.41	6.09
Agriculture	...	...	...	5.06	4.88	5.26
Other primary	...	...	...	10.28	10.25	...
Manufacturing	10.75	11.78	...	6.82	7.33	6.58
Construction	9.94	10.06	...	7.05	7.16	6.95
Transportation, communications and other utilities	10.14	10.52	9.67	8.26	8.52	7.95
Trade	7.38	7.28	7.43	5.52	5.96	5.33
Finance, insurance and real estate	...	...	...	7.66	7.01	7.80
Community, business and personal services	9.55	10.88	9.24	6.03	5.86	6.09
Public administration	9.41	...	8.61	7.84	8.13	7.64

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.

Note: See footnote 10 of this chapter.

DIAGRAM 23
Yearly Income from Part-time Paid Worker Jobs



Source: Derived from Statistics Canada *Survey of 1981 Work History*. Unpublished.

3. Earnings from Part-time Jobs

Part-time workers cannot support themselves on one paid worker part-time job. For adequate support, part-time workers would each need to hold more than one paid worker part-time job in the year, or would have to have some other form of support, since 64 per cent of all of these jobs pay less than $5,000 during the year, and 86 per cent pay less than $10,000. Less than four per cent pay more than $20,000 per year, and those that do are more often held by men than by women (Diagram 23).

Of course, it should not be expected that part-time jobs would pay high yearly incomes. By definition, part-time jobs involve fewer hours of work per week or per month, and traditionally, the majority are short-lived (part-year). In addition, it will be remembered that where a person changes one job for another during the year, the Survey of Work History records two part-year jobs, not one job. Job change could increase the per cent of part-time jobs that pay low incomes in Diagram 23. However, if part-time workers were treated fairly, they should receive the same average hourly wage as full-time workers for the hours that they work at jobs requiring similar tasks and functions. At the hearings, the Commission was told of cases where part-time workers are paid an equal hourly rate, and cases where they are not.

An hourly wage differential between part-time and full-time jobs could exist for several reasons:

- part-time workers may be paid less per hour since they work fewer hours, and thus do not accumulate the same level of experience and skill as full-time workers for each calendar year they are in the labour force.
- part-time workers may be paid less per hour because they are concentrated within a narrow range of industries and occupations, with these very industries and occupations being those which pay all workers a less-than-average wage.
- part-time workers may be paid lower hourly wages because their jobs are not unionized to the same extent as those of full-time workers, and unionized jobs generally pay higher hourly wages.
- part-time workers may receive lower hourly wages because women predominate, and our society discriminates against women in salaries and wages.
- part-time workers may receive lower hourly wages because they do not perform the same duties in the work place. That is, even where job

titles are similar, a wage differential can be expected to occur where particular job functions are not the same.

While national data do not permit wage rates to be compared over similar job descriptions, they do indicate that, whereas equal wage rates may apply within a particular work place, in general, part-time jobs pay lower average hourly wages than do full-time jobs.

To eliminate the bias created by part-year jobs and any double counting, Statistics Canada has calculated the average hourly wage for part-time and full-time jobs.[10] In 1981 dollars, part-time paid worker jobs paid $6.84 per hour on average, full-time jobs paid $8.64 per hour. And, among both part-time and full-time jobs, full-year jobs paid a higher average hourly wage than part-year jobs; unionized jobs paid more than non-unionized jobs; jobs held by men paid more than jobs held by women (Table 22).[11]

Moreover, it was found that in every occupational group and in all but one major industrial group, part-time jobs pay less than full-time jobs (Diagrams 24 and 25). Not only are part-time jobs concentrated within industries and occupations that, in the main, pay lower average hourly wages, but in addition, within these lower paid groups, part-time jobs pay even less.

The Commission expects that each of the reasons given above for the existence of a full-time/part-time average hourly wage differential will partially explain the differential. Further, it is expected that being part-time *per se* will also partially explain the differential. Unfortunately the Commission's deadline preceded the availability of micro data necessary to examine the relative ability of each reason to explain the differential.

TABLE 22
Average Hourly Earnings ($) in Paid Worker Jobs

		Both Sexes		Men		Women	
	Total Full-time and Part-time	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time
Total	8.52	8.64	6.84	9.39	7.24	7.27	6.66
Full-year	8.98	9.08	7.26	9.83	8.05	7.66	6.95
Part-year	7.29	7.41	6.25	8.10	6.31	6.31	6.22
Union	9.59	9.60	9.41	10.07	10.47	8.56	8.93
Non-union	7.87	8.03	6.19	8.91	6.41	6.61	6.09

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished.
Note: See footnote 10 of this chapter.

However, it must be pointed out that until data are collected for part-time and full-time jobs where the same tasks are performed, it will not be possible to state conclusively that part-time workers are being discriminated against with regard to their hourly wage. Comparative data is essential as the Commission was told of innumerable cases where, for example, a full-time clerk carries out ordering and communication duties that the part-time clerk does not; a full-time teacher carries out extra-curricular tasks that the part-time teacher is not always expected to perform.

Returning to the yearly income paid by part-time jobs (Diagram 23), we can expand upon the reasons why this yearly income is low. Not only is the income low because, by definition, part-time jobs involve fewer hours of work per week, and because the majority are part-year, but in addition, for each hour worked during the year, on average, the job will pay less than a full-time job pays. On an average hourly basis, the part-time job pays 79 per cent of the wages that a full-time job pays: $6.84 compared to $8.64. And, this differential increases further where full-time workers receive additional compensation, namely, fringe benefits. The additional value of fringe benefits to the employee who receives them will be discussed in Chapter 6.

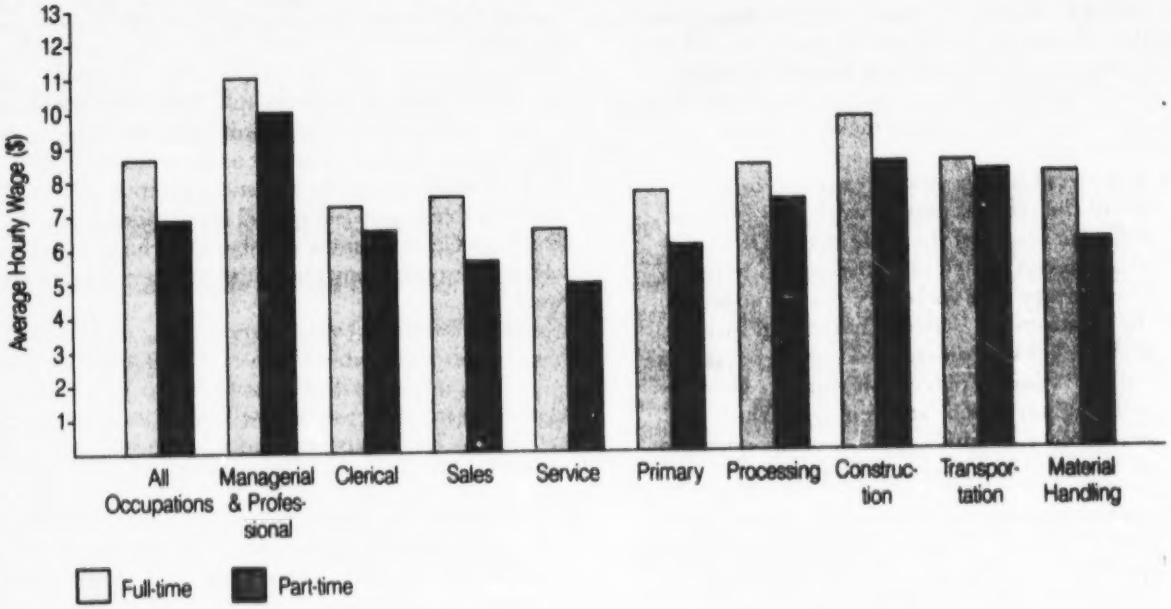
[10] Where the average hourly wage =

$$\frac{\Sigma(\text{Hourly wage rate } \textit{times} \text{ number of months worked } \textit{times} \text{ number of hours per month worked) at all person-jobs}}{\Sigma(\text{Number of months worked } \textit{times} \text{ number of hours per month worked) at all person-jobs.}}$$

For example, the average hourly wage in jobs in trade in 1981 was determined by calculating total earnings in all jobs in trade in 1981, and dividing by the total hours worked in all jobs in trade in 1981. The reader is referred to Statistics Canada for details on the wage data's calcualation and limitations.

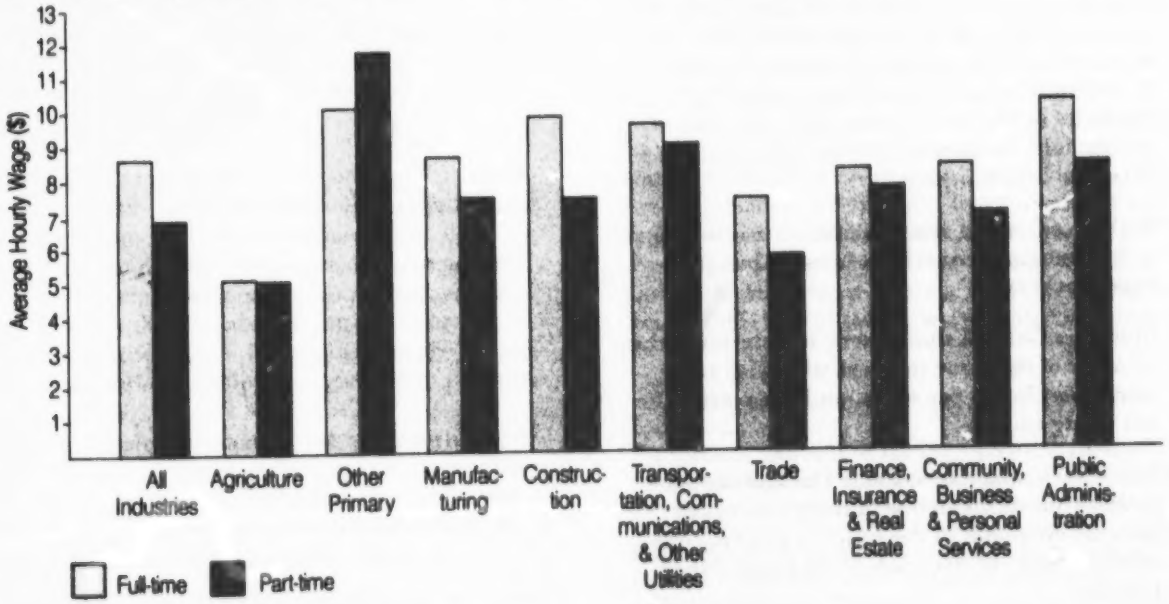
[11] One exception in Table 22 deserves special attention. Unionized part-time jobs held by men and women paid more on an average hourly basis than unionized full-time jobs held by men and women. In some cases part-time workers are paid cash in lieu of benefits (e.g. part-time nurses in the Ontario Nurses' Association), and it is assumed that the higher wage for these part-time workers is attributable to cash in lieu of benefits being regarded as wages by the recipients.

DIAGRAM 24
Average Hourly Wage in Full-time and Part-time Jobs, by Occupation



Source: Statistics Canada *Survey of 1981 Work History.* Unpublished.

DIAGRAM 25
Average Hourly Wage in Full-time and Part-time Jobs, by Industry



Source: Statistics Canada *Survey of 1981 Work History.* Unpublished.

Recommendations

Since the Labour Force Survey is the country's main source of data on part-time workers, several written and verbal briefs to the Commission recommended that the information it provides be extended. While recognizing the invaluable work Statistics Canada does in this area, the Commission recommends that this work be extended. It also makes the following recommendations.

- **Statistics Canada should examine in more detail the reasons people work part-time at different stages of their life-cycle. Of particular interest is a clearer distinction between involuntary and voluntary part-time work; the relationship between household income and the age of women working part-time; the "other" reasons older men workers give for working part-time; and removing the perceived ambiguity of some of the questions on the reasons for working part-time.**

- **Labour Canada and Statistics Canada should jointly conduct a special longitudinal survey on part-time workers in order to trace more clearly the relationship between women entering and leaving the part-time labour force and their stage in the life cycle. A crucial concern of this study would be an examination of the use of part-time work by women re-entering the labour force.**

- **Statistics Canada should attempt to distinguish between casual/on-call part-time workers and permanent part-time workers. The Commission is aware that collecting statistics to distinguish between these two groups will not be a simple task, but does feel it should be attempted.**

- **Statistics Canada should determine if its job tenure measure contains a bias against part-time workers.**

- **Statistics Canada should seek to determine the number of full-time workers who wish to work *fewer* hours per week, and the reasons for not doing so.**

- **Statistics Canada or Labour Canada should include questions in one of their surveys to provide estimates of the number of part-time workers who receive each of the main fringe benefits.**

- **Labour Canada and Statistics Canada should jointly conduct a special survey to up-date and extend knowledge on the work-related activities of all older workers.**

The Commission makes no recommendation regarding Statistics Canada's definition of part-time work as that usually involving less than 30 hours per week. Although some people regard this measure as an official government definition of part-time, the Commission recognizes it as an arbitrary statistical measure. From the statistics currently collected, it is possible to request special tabulations from Statistics Canada on the number and characteristics of people working any particular number of hours per week.

CHAPTER 4

Perspectives on Part-time Work

A. Individuals Speak Out

1. Commission Study of Part-time Workers

One of the major concerns of the Commission was how to obtain the views of individual part-time workers. Organized groups, such as unions and employer associations, were expected to present briefs at the public hearings, but most part-time workers are not organized. Who would speak for them?

To solve this problem, and hopefully to provide some input from full-time workers as well, the Commission retained Professor John Kervin, of the University of Toronto Centre for Industrial Relations, to develop and analyse an exploratory questionnaire survey of attitudes regarding part-time employment. Almost 2,000 completed questionnaires were analysed. The first half of this section of the Commission's report is based on Kervin's work, *The Problems of Part-time Work: An Exploratory Study.*

The second half of this section summarizes the information provided in briefs from individuals and from small groups of part-time workers.

a. Objectives of the Study

The survey had four general objectives:

- To identify the major problems respondents felt were associated with part-time work.
- To examine which problems different persons and groups felt were most important, and how strongly they felt about those problems.
- To identify factors that might influence the full-time worker's willingness to switch to part-time work.
- To provide respondents with an opportunity to discuss their problems with part-time employment, in order to allow issues that might not have been foreseen by the Commission or its researchers to be noted and examined.

The overall purpose was to provide an exploratory study of people's perceptions of the problems associated with part-time work, rather than to identify the degree or characteristics of part-time employment. As a result, the research did not examine the extent of pay rates and benefits of part-time employment. (However, as indicated in Chapter 3, the Commission used Statistics Canada and Labour Force Survey data to look at the relative proportion, and cyclical and trend changes in the proportion of part-time employees in the labour force.)

b. The Questionnaire

As an exploratory study designed to provide input into policy deliberations, several considerations affected the choice of data-gathering procedures. The first was to obtain as broad a range of responses as possible from persons concerned with the problems of part-time work. The second was to obtain as many responses as possible in order to get a better idea of the most pressing part-time work problems. Two additional considerations were cost and time; the Commission wanted to obtain this information with a limited budget and in a fairly short time period.

Keeping in mind these criteria and the exploratory nature of the research (i.e., no preconceived set of relationships was being tested, and the focus was more the range and nature of problems than their frequency in the general population), it was decided early in the study to use a "self-selection" rather than a random probability sample. That is, copies of the questionnaire would be made widely available to a broad range of groups and persons. Those with sufficient interest in the issue could then fill them out and return them to the Commission. The trade-offs were a larger sample for less time and money, at the cost of being non-representative of the target population. However, since reaching the target population (those with concerns about part-time work) would be difficult to do on a random probability basis (it would include, for example, full-time and unemployed persons), and since wide distribution could help ensure a wide range of respondents, the advantages of the self-selection sample are obvious. Further details of this type of sample are provided in Appendix E.[1]

[1] For further comments on the appropriateness of non-random samples in exploratory research, consult Black, James A. and Champion, Dean J. *Methods and Issues in Social Research.* New York: John Wiley and Sons, 1976; Selltiz, Claire, et al. *Research Methods in Social Relations* (3rd Ed.). New York: Holt, Rinehart and Winston, 1976; and Warwick, Donald P. and Lininger, Charles A. *The Sample Survey: Theory and Practice.* New York: McGraw-Hill, 1975.

A copy of the questionnaire is included in Appendix F. The questionnaire was printed in both English and French and consisted of 20 separate items grouped into 11 question categories. Of these, five were open-ended and allowed respondents the opportunity to write in detailed answers. The two most important open-ended items were question 10, which asked which factors the respondent would consider most important in deciding whether to take a part-time job, and question 11, which asked for general comments on the problems that respondents felt were related to part-time work.

In terms of defining part-time work, the questionnaire employed the Labour Force Survey definition of "usually less than 30 hours per week." Throughout the questionnaire, factual and background information questions were intermixed with attitudinal and opinion questions.

Extensive steps were taken by the Commission to publicize the questionnaire through different media across the country, to invite individuals to contact the Commission (at either its Vancouver or Toronto offices), and to encourage groups to make the questionnaire available to their members.

The target population for the study was identified as persons in the work force (that is, those 15 years or older, either employed or seeking employment). In particular, the Commission wanted to oversample part-time workers so as to maximize the breadth of responses to the questionnaire. This over-representation also implies an oversampling of women, since 72 per cent of all part-time employees are women (compared to about one-third of all full-time employees).

Table 1 indicates the approximate distribution of questionnaires to individuals, organizations and groups. As the table shows, over 10,000 questionnaires were distributed. Almost 5,000 went to women's groups, organizations and agencies, reflecting the high level of interest of women in the work of the Commission. Unions and employee associations also accounted for a sizeable proportion of the questionnaires distributed.

TABLE 1
Distribution of Questionnaires

Individuals (letter or telephone requests)	2,595
Individuals requesting multiple copies (no group or organization specified)	150
Women's groups, organizations, and agencies (for members or clients)	4,650
Unions, associations	1,695
Employers (for employees)	650
Other organizations	975
	10,715

c. Who Responded

A total of 2,395 replies were received, 1,884 of them in time to be included in the survey sample. When the survey sample was compared with national estimates of the Canadian population, Kervin found that the unemployed were slightly under-represented and that, as expected, part-time employees were greatly over-represented. The survey also picked up proportionately more responses from union members, more from respondents living in Prince Edward Island (and fewer than expected in Quebec), fewer responses in the highest and lowest age categories and greatly reduced numbers of males. All in all, the breadth of the sample was considered more than adequate for the objectives of the study. It appears that the problems of part-time work are of most interest to those working part time, union members, women and especially persons in the 25 to 44 age group.

d. Reactions to Part-Time Work

An examination of respondents' overall feelings and attitudes towards part-time work revealed that different people are critical of part-time work from quite different perspectives. Some want part-time to be more like full-time employment; others concentrate on the problems inherent in part-time work itself without using full-time work as an ideal to be matched.

The study used two measures to tap respondents' feelings about part-time work. The first of these (question two) asked, "Compared to full-time workers, do you feel that most employers treat part-time workers much better, somewhat better, about the same, somewhat worse, or much worse?" The question was asked with respect to five different factors: pay, pensions, vacations and holidays, other benefits, and working conditions. As the wording of the question suggests, this item invited respondents to compare part-time and full-time workers along certain specified dimensions.

The second measure of respondents' attitudes differs from the first in being absolute rather than comparative, and tapping a more emotional aspect.

To assess the strength of a respondent's feelings about part-time work, this measure counted the number of negative comments entered in the general comments item, question 11.

The number of negative comments made by each respondent was calculated. The most frequent comments, together with the percentage of respondents mentioning each one, is shown below:

TABLE 2
Frequency of Negative Comments Towards Part-time Work

Poor benefits (other than pensions)	20.4%
Poor pensions (or no pensions)	19.8
Poor vacations and holidays	14.9
Poor wages	12.6
Lack of job security and job protection	11.6
Not enough status, respect or dignity	10.7
Feel exploited by employer	5.9
Union discriminates against part-timers	4.8
Part-time employees work too hard or harder than full-timers	4.6
Poor seniority or lack of seniority	4.2
Lack of promotion and career opportunities	4.2
Need more job sharing	3.7
Less desirable hours, shifts and work days	3.4
Problems with child care	3.4

A broad range of concerns is evident in this list, including four of the five covered in the comparison question, plus career aspects, how part-time work is regarded by unions and employers, non-job aspects such as child care problems, and more. The results of this question measure respondents' dissatisfactions with part-time work itself, and the problems inherent in part-time work.

The scores on the comparison question indicate that overall, those who responded to the questionnaire felt that part-time workers were treated "somewhat worse" than full-time workers. Only about ten per cent of the sample felt that part-time workers were treated about the same or better than full-time workers. (This low percentage is not too surprising given the self-selected sample.)

The frequency of negative comments in question 11 showed that the average respondent had between one and two negative comments about the problems facing part-time workers. A little more than half the respondents (56.4 per cent) made one or more negative comments, while less than ten per cent made five or more.

A detailed analysis of the results of each measure of attitudes towards part-time work revealed that each reflects a different work orientation. The comparison of part-time with full-time reflected the failure of part-time work to offer the "advantages" of full-time employment, while the "negative comments" question concentrated on inherent aspects of part-time work as a separate and different kind of employment activity. Both measures showed a general tendency to be critical of part-time work, as was expected.

The types of respondents who tended to give comparative and non-comparative criticisms were also analysed, and while there were some similarities, the major difference was that part-time workers and those with part-time experience tended to criticize part-time work itself. The group which compared part-time to full-time in its criticisms tended to be full-time workers and those without part-time experience.

The major problems of part-time work identified with the comparison question were pensions and other fringe benefits. These two items were also mentioned frequently under negative comments, along with vacations and holidays, wages, job security and career aspects, including the lack of status and dignity accorded part-time work.

e. Respondents' Characteristics and Reactions to Part-time Work

Kervin's study also looked at the question of how differences among respondents affected their attitudes. The factors he analysed were grouped into four categories: demographic characteristics (i.e. sex, age, province of residence and language of response), employment situation, family situation, and affiliations with unions and women's organizations.

i. Demographic Characteristics – The first factor examined was the sex of respondent. Males and females showed no overall differences in their attitudes, except that females were significantly more likely to make negative comments.

In examining the respondent's age, it was found that the average age among respondents was 39 and their ages ranged from 16 to 83. Respondent's age was weakly related to attitudes about part-time work. Older respondents tended to make more negative comments, and older full-time workers made more negative comparisons of part-time with full-time work. However, the very oldest (65 and older) and

youngest (15 to 24) respondents were much less critical of part-time work.

The respondent's province of residence was considered to see if there are any regional differences in attitudes towards part-time work, perhaps reflecting the general economic health of the region. Analysis showed that while there are significant inter-provincial differences and the relationship is low to moderate in strength, these differences are very likely spurious. An inspection of the data failed to reveal any meaningful regional pattern.

When language of response was considered, it was found that differences in reactions to part-time work are, like province of residence, due in part to the groups through which questionnaires were distributed. However, French-language respondents working part-time showed a significant full-time comparison orientation in their criticisms of part-time work. For this group, it appears that the major criticism of part-time work is its failure to provide the pensions, benefits and other advantages of full-time work.

In conclusion, respondents' evaluations of part-time work appear to be related only slightly to demographic characteristics. In particular, significantly stronger negative comparisons of part-time with full-time work were made by older full-time workers, respondents from 25 to 64 years of age (compared to younger and older workers), and especially part-time workers submitting questionnaires in French. Significantly more negative comments about part-time work were made by women, all older respondents and respondents aged 25 to 64. With the exception of the francophone respondents, all of these relationships could be characterized as fairly weak.

ii. Employment Situation – The next group of factors which was analysed are those related to the respondent's job. The effects of holding two or more jobs, of being unemployed or outside the labour force, and of reasons for working in respondent's longest part-time job were examined.

Persons holding two or more jobs were more likely to be critical of part-time work as compared to full-time. At the other extreme of the employment situation are those who are either unemployed or not in the labour force (and therefore not looking for work). A total of 210 respondents fell into one or the other of these two categories. When their scores were compared to those of employed respondents, there were no significant differences among them.

Question one on the questionnaire gave respondents the opportunity to write in reasons for working part-time in their longest part-time job.

Those mentioning child-rearing or family reasons were found to be particularly critical of part-time work, from both a comparative and a non-comparative point of view. It is significant that this is the group for whom medical and other health-related benefits would be most useful. Those mentioning educational, schooling or training reasons did not score significantly different on either measure. This is to be expected if these respondents view their part-time work as temporary until their education or training is complete, at which time they expect to enter full-time jobs.

When the respondents' employment situation was examined, it was found that dissatisfaction with part-time work compared to full-time work was associated with holding two or more jobs (particularly for part-time workers), and with working part-time for family or financial reasons. Significantly more negative comments about part-time work were made by part-time workers holding two or more jobs, and by those working part-time for family reasons. A comparison of the influence of the demographic characteristics compared to that of the employment situation shows that the latter has a substantially stronger influence on the respondents' reactions to part-time work. In other words, one's employment situation is more important in determining one's attitudes to part-time work (or vice versa).

iii. Family Situation – Because part-time work is sometimes seen as suited to persons with young families, an examination of the effects that family situation factors have on attitudes towards part-time work were considered to be of some importance. Two characteristics were examined: the effects of number of children; and the effect of the proportion of family income contributed by the respondent.

It was found that among the family situation characteristics, the only substantial relationship was that women working full-time and having young children at home were less critical of part-time work. In general, family situation characteristics explain relatively little of one's attitudes towards part-time work.

iv. Affiliations with Unions and Women's Organizations – The final set of factors analysed dealt with respondents' ties to groups with a potential interest in the issue of part-time workers. The objective was to determine whether these ties have influenced respondents' attitudes towards part-time work. The analysis included the effects of union membership, having the work

place unionized, and affiliations with unions or women's organizations, as measured by whether or not the questionnaire was distributed through one or another of these sources.

A respondent's affiliation was determined by using the form numbers on the questionnaire, a procedure which made it possible to record the group from which a questionnaire was returned while retaining the confidentiality of individual respondents.

Affiliations were divided into four categories: unions, women's groups, other groups, and individuals. Only known certified unions were included in the union category. Women's groups included those with formal and informal status, and with varying degrees of relationship with government. They were limited to those with primary concern for the status of work opportunities of women. All other questionnaires distributed through groups were put into the "other groups" category, and those respondents returning questionnaires from the batches set aside for individuals were coded as "individual".

TABLE 3
Distribution of Respondents

	No. of Questionnaires Analysed	% of Total Analysed
Unions	222	12
Women's Groups	561	30
Other Groups	320	17
Individuals	781	41
	1,884	100

Union membership was also determined through question three, which asked, "Are you now a union member?" Forty-one per cent (763) of those responding (including those not in the labour force) replied in the affirmative. Results showed that union members are significantly less likely to be critical of part-time work, especially if they are working in part-time jobs. However, a unionized work place (in which part-time workers were not necessarily union members) did not reduce the number of negative comments about part-time work.

The union effect on respondents' attitudes towards part-time work is consistent. Whether measured by union membership, unionized work place, or unionized part-time employees, the effect of a union is to reduce criticisms of part-time work compared to full-time. Because of their impact on wages, benefits or working conditions, it appears that unions lessen the perception that part-time work is disadvantaged compared to full-time jobs.

Affiliation with a women's group led to a full-time work orientation which was relatively critical of part-time work compared to full-time. Those affiliated with other groups were moderate to low in their attitude scores, while those without group affiliations had the most critical opinions of part-time work of any group in the study.

Overall, the most important factors affecting general attitudes towards part-time employment were age, hours worked, group affiliations, francophone or anglophone, holding more than one job, having young children at home, having the workplace unionized and having part-time workers unionized.

f. Changing from Full-time to Part-time

Kervin's study also focused on full-time employees, asking what factors are associated with their willingness (or lack of it) to change to part-time work.

Full-time respondents' answers were examined in three areas of the questionnaire: an item asking whether or not they would change to part-time, a check-list of factors they would consider in making the switch, and write-in comments about what would be important in the decision to take a part-time job (questions six and ten on the questionnaire).

Readiness to switch to part-time was measured by responses to question six, "If you are currently working full-time, would you prefer to work part-time: Very much? Somewhat? Prefer to remain full-time?"

Males and females responded similarly in terms of their preference for changing to part-time work. However, their answers were influenced by quite different factors. Among female full-time workers, those most preferring to change to part-time work were those wanting to work fewer hours, those with young children at home, and those whose questionnaire source indicated no group affiliation. Among male full-time workers, those most preferring a change to part-time work were those who were not union members in their longest part-time jobs and those holding part-time as well as full-time jobs.

These results suggest that women preferred to switch to part-time because of non-job reasons or pressures, particularly those associated with child-rearing. On the other hand, it appears that for males, their past or present experience with part-time work was the determining criterion. Those with a part-time job in addition to their full-time work were more positive

about switching. However, those who were union members in their longest part-time jobs did not want to switch, for reasons that are unclear.

The second part of this section examines full-time respondents' answers to question ten, "If an opportunity arose for an attractive part-time job, which factors would you consider most important in deciding whether to take the job?" Because of the male-female differences in the previous analysis, answers were analysed separately by sex. This distribution of responses is given in Table 4.

TABLE 4
Factors Relevant to Switching from Full to Part-time Work

	Females (N = 436)	Rank	Males (N = 82)	Rank
Rate of pay	71%	1	67%	1
Change in household income	31		33	
Possible change in income tax bracket	13		17	
Medical and sick leave benefits	48	3	26	
Level of pension benefits	34		21	
Vacation benefits	33		22	
Seniority	20		20	
Career and promotion opportunities	66	2	56	2
On-the-job training or upgrading opportunities	37		42	3
Availability of affordable childcare facilities	10		1	
Chance for additional schooling or training outside the work place	41	4	40	5
Time to spend with family	38	5	41	4
Time for leisure activities	34		34	
Time for community or volunteer work	18		21	

The factors are divided into five categories. The first involved monetary compensation. There are virtually no differences between males and females, and both sexes mentioned rate of pay more than any other factor.

The second category includes the benefits factors. The table shows substantial differences between males and females, with women being much more likely to regard health, pension and vacation benefits as important. Medical and sick leave benefits were among the five factors mentioned most often by women; none of the benefits factors was among the five mentioned most often by men.

The third category includes career and job security factors. There is little difference between males and females. Both mentioned career and promotion opportunities second most often, and training opportunities were mentioned relatively frequently, although more by males (third most often) than females.

The fourth category consists of only one factor, the availability of affordable child care facilities. It is not surprising that males mentioned this least often, but it is unexpected that this was the category mentioned least often by females. Among this sample, the need for child care facilities was not an important consideration in the decision to switch from full-time to part-time work. (Nor, incidentally, was it an important consideration for those currently working part-time, or even for those unemployed and looking for work. Among females, only 12 per cent of the former and 13 per cent of the latter checked this factor.)

The fifth category involves factors related to time for non-work activities. Both time for education and training and time for leisure activities were mentioned relatively frequently by both sexes. No significant between-sex differences were observed in this category.

To summarize the results of this section, full-time males and females preferred to about the same extent to change to part-time work. When asked what factors would be relevant to taking a part-time job, full-time workers mentioned rate of pay most often, and agreed on the importance of career and promotion opportunities, time for education and training, and time for leisure activities. The major difference between males and females was in the area of benefits, which women mentioned much more often than did men. Child care facilities were mentioned least often of all factors.

In terms of job characteristics that attract full-time workers to part-time jobs, it is clear that wages and career aspects are the most important, with fringe benefits also important for women. In terms of motivations for working part-time, additional time for education and training and family activities are the strongest reasons.

g. The Problems of Part-time Work

In this section, the specific problems and concerns mentioned by respondents are analysed. The objective is to provide a summary of all the answers and comments relevant to part-time work problems.

There have been a number of opinions expressed about what part-time workers really want. Particular

groups, representing the interests of women, unions or other organizations, have added to the list, sometimes with conflicting recommendations. While this analysis cannot resolve these disagreements, the results reported below do reflect the feelings of individuals strongly concerned with the problems of part-time workers.

The analysis, which is based on 37 variables from respondents' answers to four different questions (2, 6, 10 and 11), resulted in five dominant factors, or five separate and distinct variable "clusters" of complaints or problems with part-time work. The variable include complaints about part-time work, reasons for choosing to work part-time, and what respondents want or need from part-time employment.

The first factor (or group of complaints) concerns the desire for improved pensions and other benefits for part-time workers. Wages are also involved with this factor, but at a lower level than pensions and other benefits. This was the strongest factor to emerge from the analysis.

The second factor represents the complaint that wages, benefits and working conditions for part-time workers are not as good as for full-time employees. Along with these problems there is some feeling that part-time workers are exploited by employers. (Some respondents commented that employers save labour costs by not having to pay benefits to their part-time employees, often by restricting the number of hours part-timers could work.)

The third factor represents those who wanted to work more hours in their part-time jobs in order to obtain additional wages and benefits. The major problems associated with this factor are poor fringe benefits and a lack of seniority and job security. Wages, undesirable work shifts, and the feeling that unions discrimate against part-time workers are also related concerns.

The fourth factor represents respondents with family concerns. These respondents were working part-time in order to have more time with their children and families. They specifically rejected the need for better benefits and wages. Instead, their major problems are adequate child care provisions and a need for flexible hours and more job sharing.

The fifth factor represents a need for career and promotion opportunities in part-time jobs. These respondents also wanted on-the-job training and upgrading opportunities, and specifically rejected the need for seniority and fringe benefits. This factor also correlated moderately with a desire for more working hours and more money. The desire for time for non-job training and schooling was also associated with the fifth factor.

To summarize, the factor analysis of respondents' comments and answers to the questionnaire indicates five major and distinct problems with part-time work:

- Poor pension and benefit provisions;
- Wages, pensions and benefits not comparable to full-time work;
- Insufficient opportunity to work more hours to improve wages and benefits;
- Inadequate child care provisions and a need for flexible hours and job sharing for those with family concerns;
- Inadequate career, promotion and upgrading opportunities.

h. Conclusions

After carrying out this exploratory study of attitudes towards part-time work, Kervin came to the following conclusions.

(1) On the basis of questionnaire response rates, those most interested in the problems of part-time work include individuals working part-time, union members, women, and those in the 25 to 44 age group.

(2) Respondents' general criticisms of part-time work divided into two types:

- Those who compared part-time to full-time;
- Those who dealt with the problems inherent in part-time work.

(3) Comparative criticisms emphasized the poorer pensions and other benefits of part-time compared to full-time work.

(4) Non-comparative criticisms emphasized a broader range of problems, including pensions and other benefits, wages, job security and protection, and how employers, unions and other employees regard part-time workers.

(5) Those who tended to give comparative criticisms included:

- full-time workers and those without part-time experience;
- older respondents;
- those working part-time for family or financial reasons;
- those not affiliated with a union or women's group.

(6) Those who tended to give non-comparative criticisms included:

- part-time workers and those with part-time experience;
- women;
- older respondents;
- those working part-time for family reasons;
- those not affiliated with a union or women's group.

(7) Where they represented part-time employees, unions resulted in lower levels of criticism of part-time work. Also, respondents affiliated with unions were less critical of part-time work.

(8) Respondents affiliated with a women's group or organization tended to give comparative criticisms of part-time work.

(9) Full-time males and females showed no differences in their preference for changing from full-time to part-time work.

(10) Wages and promotion opportunities were the most important factors for full-time workers considering a change to part-time work.

(11) Additional time for schooling (or training) and for spending with family would be important motives for changing from full-time to part-time work for both men and women.

(12) Women were more likely to want to change to part-time work if they had young children at home or wanted more time for non-job interests.

(13) Men were more likely to want to change to part-time work if they had some part-time work experience or if the job was interesting or challenging.

(14) An analysis of respondents' answers and comments about part-time work showed the following five major problems:

- Poor pension and benefit provisions;
- Wages, pensions and benefits not comparable to full-time work;
- Insufficient opportunity to work additional hours in order to improve wages and benefits;
- Inadequate child care provisions and a need for flexible hours and job sharing (for those wanting time to spend with family);
- Inadequate career, promotion and upgrading opportunities.

Because these conclusions are based on results from a self-selected sample that includes those with the strongest feelings about part-time work, it can readily be assumed that these results show the range of problems associated with working part-time, the nature of these problems, and the types of persons most likely to be associated with different problems. As such, these conclusions can and should be taken into account in considering the impact of different policy initiatives in the area of part-time work.[2]

2. Briefs and Letters from Individuals

The issues raised by individual part-time workers in their briefs and letters fitted very neatly into the five groups of complaints or problems which Kervin found in his analysis of the Commission's questionnaires from individuals. There were also some letters purely in praise of part-time work, and perhaps a sampling of their comments should set the stage for the discussion of the problems faced by part-time workers.

a. The Positive Aspects of Part-time Work

In a study of this nature, which was set up to examine the problems associated with part-time work, it is sometimes easy to forget that less than one-fifth of part-time workers say that they would prefer to be working full-time. Despite the problems associated with it, part-time work is freely chosen by many, for a variety of reasons. Here are the comments of some part-time workers who like their choice of work, despite its disadvantages.

> Burn-out occurs with less frequency and intensity to part-time workers. Cynicism and bitterness are often less because the part-time worker has more opportunity to participate in pleasurable and life-affirming activities. This is particularly true for those in the "helping professions" whose burn-out rate is noticeably high.
>
> There is a lessening of intensity that occurs when a person can have fewer hours at the job site. One's balance and perspective reaches healthier levels. I think this is particularly beneficial to two main groups — the working mother with family responsibilities and the pre-retired and retired set.
>
> For those whose goal is to establish a smooth functioning of home, family and community involvement and to keep both sanity and income — it's tailor made.
>
> *Nurse, British Columbia*

[2] As noted earlier in this report, no conclusions are drawn about the frequency of part-time work problems among the population as a whole. In other words, we know the range of problems and which are the most important problems, but this study does not predict how many Canadians feel that any given problem is important. Likewise, the strength and significance levels of the relationships found in this study cannot be assumed to represent the population as a whole.

Working part-time, either for a few weeks on a 35-hour-a-week basis, or a few days weekly, has enabled me to travel, to live and work in Brazil, Bermuda and Spain, to take courses at the University of Munich and Mexico, at Laval University, and the University of Toronto. As a single woman, I have worked part-time for 22 years and have worked my way up to an executive legal secretary. While part-time employment is probably not as gainful as full-time work, it is possible to budget — the more one earns, the more one spends.

Legal Secretary, Ontario

b. The Problems of Part-time Work

The five problem areas associated with part-time work, which were found in the Commission's survey, are described in the previous section, but briefly, they can be summarized as follows:

- lack of pensions and fringe benefits;
- wages, benefits and working conditions are not as good as those of full-time workers;
- lack of seniority and job security, and union discrimination;
- the pressures of family responsibilities;
- inadequate career, promotion and upgrading opportunities.

i. Pensions and Fringe Benefits – The desire for improved pensions and fringe benefits for part-time workers was the strongest of the five factors analysed by Kervin and this was certainly evident in the individual submissions to the Commission. Almost all of the briefs and letters, no matter what other issues they raised, put strong emphasis on the need for pensions and fringe benefits for part-time workers. Excerpts from a few of their submissions illustrate this concern. All names have been deleted to protect the anonymity of the writers.

Now that my husband has retired, he has a pension cheque coming in every month, whereas I have nothing to look forward to except the Canada Pension. This is not right. I feel that I worked as hard, if not harder, raising a family and trying to work outside the home on term assignments. Every housewife, every worker (part-time, temporary or other) should be allowed to pay into a pension fund.

Woman Part-time Worker, age 56, Ontario

I feel that part-time employment can help anyone over some rough spots, but in the end it can be detrimental. I don't believe I have any pension, or any coverage, medical, etc. for years to come. We need legislation that states no matter what the hours, all are covered equally for all benefits.

Data Processing Operator, age 49, Ontario

I am classified as a "casual, hourly-paid" employee, although I have more responsibility than another public health nurse hired over five years ago who is classified as "permanent part-time." I receive no benefits, sick time, holiday pay or car allowance. Needless to say, I am frustrated.

Public Health Nurse, Ontario

Part-time work is a current practice in my field, adult education. It is very difficult to make a career of it and earn a decent living. There are no benefits, no sick leave and no statutory holidays.

Adult Educator, Quebec

I have been a part-time office worker most of my life. At first, I worked part-time to enable me to do important volunteer work with my religion. I sacrificed income for doing what I believed in. But it has begun to bug me that even after two years at the same company, I cannot receive any benefits, even of a reduced nature, when some full-time workers who received these benefits, did not stay with the company as long as I have. I have come to feel taken advantage of . . . It seems so stingy, so petty, to not include the permanent part-time

Office Worker, Ontario

ii. Part-time Workers as Second Class Citizens – The many submissions which compared the treatment of part-time workers to that of full-time workers were concerned not only with financial inequities and their feeling of being exploited by their employers. They were also concerned about their status in the work place and the attitudes of their fellow workers. As one submission pointed out, the out-dated, negative image of part-time workers as lacking serious commitment to their jobs, influences the way they are treated. Their letters and briefs speak for themselves.

Part-time work is looked down upon in Canada and I think that that is basically wrong. I have recently had a health problem which made it necessary for me to work part-time and I found few people willing to employ me or even consider me in a part-time position. I have found that the only people with easy access to part-time jobs are women, students and old age pensioners.

Male Worker, Manitoba

I am presently teaching four days each week in two schools — an average of 600 students covering eight classes a day, plus choir and instrumental groups that I take out into the community many times each year to perform at hospitals and homes for the aged.

I have never received statutory holiday pay, nor do I have any pension upon retirement.

Despite the equal, if not greater amount of work that I perform compared to the rest of the staff, I do not receive a salary covering the whole year and this subjects me to the humiliating experience of applying for UIC. Neither can I join the teachers' union, which leaves me with no chance of negotiation.

Music Teacher, age 59, Ontario

As a part-time employee I don't feel part of my branch, but merely a drone brought in to do the work others who are full-time will not do.

Lack of sick pay is my biggest complaint.

Bank Worker, Ontario

As a parent and professional civil servant working just below the management level, I have worked half-days at my job since 1979. I am one of only two or three people in my department to do this. Although many managers were convinced at the outset that I could not do my job effectively as a part-timer (meetings, travel, the need to be "on call" for crisis intervention, etc.), I think I have shown that with a lot of flexibility on both sides, the arrangement works perfectly well.

However, while I was on maternity leave, my half-time position was converted to full-time . . . The manager found that juggling work loads and one-half "man years" was just too difficult, especially when he gets no credit from his superiors for making the effort.

Your Commission may be interested to see how the ideal as expressed in various Public Service Commission policies is not carried through in reality.

Federal Government Worker, Ontario

The feeling of exploitation comes through clearly in the following excerpts from part-time workers whose employers would seem to be ignoring labour legislation in their own provinces.

This is shabby treatment indeed when faculty women who work part-time at (this university) are paid as if they are here to "earn extra money." When one in three marriages today ends in divorce, women are no longer able nor do they desire to continue to be economically dependent on their husbands.

University Librarian, British Columbia

A rule should be established as to minimum hours an employee can be called in to work for one day, and to minimize split shifts.

The travelling time and costs, plus other expenses, are the same as for a full-time employee (if the part-timer has to work every day). This hardly makes it worthwhile, especially if one works only one and a half to two and a half hours on a given day.

Part-time Worker, Ontario

The attitudes of full-time workers to those who work part-time, perhaps a reflection of traditional management attitudes, also perpetuates the image of part-timers as second class citizens. A job-sharing part-timer from Ontario describes her situation.

. . . attitudes toward part-time workers are often condescending, filled with jealously at our supposed preferential treatment, suspicious of our commitment to our work, and at the same time, curious and (unable to comprehend) our motivation for working "only" part-time. Working part-time is not readily accepted as a small variation of the norm, nor as a different but equal contribution to the labour force.

Federal Government Worker, Ontario

The solution to the problem was summed up very neatly by a Quebec artist who works part-time as a telephone operator.

I think the status of part-time workers should change. Part-time workers should be entitled to fringe benefits and should be recognized by businesses as reliable employees. Full-time employees should cease to fear that part-timers will steal their jobs. This will change only when the standing of part-time workers is increased by employers, unions, and co-workers.

Artist and Telephone Operator, Quebec

iii. Job Security, Seniority and Union Attitudes – The problems of job security, seniority and union attitudes to part-time workers were mentioned in many submissions to the Commission. Part-timers, at all levels from professional to office worker, seem to be victims of the myth that part-timers really do not need their jobs or their salaries as much as full-time workers. First, some examples of problems with job security:

As a part-time employee, I was asked to take on a full-time employee's job at part-time wages and status. I refused and was fired without notice.

Retired Serviceman and Part-time Meat Cutter, Nova Scotia

Part-time workers are the "little people" and are the first to be affected. Most of them have no union, no person to whom they may take a grievance if they are wrongfully dismissed or laid-off. And in my case, not enough hours to collect UIC benefits.

Office Worker for 32 years, Ontario

We get a raise in September of each year, but we are always paid 95 per cent of the lowest-paid clerk at our local . . . school board office. We have no job protection or security. We are hired by our principal. If he dies or retires, we are automatically out of a job.

School Secretary, Ontario

We lack job security, promotion opportunities and union support. It seems that no one is willing to go to bat for part-time workers or help in their support.

Social Worker, Ontario

I am one of a group of part-time nurses who have been working on a permanent part-time shift for many years. In December 1982, full-time shifts were changed from eight-hour to 12-hour shifts and part-time shifts were cut as a result. My own shifts have been cut from 70 per cent of full-time to 45 per cent of full-time. This represents a loss of income of between $5,000 and $6,000 per year. We are also faced with a lowering of our CPP and are not allowed to contribute to the hospital pension plan. Management says we have no recourse.

Hospital Nurse, Alberta

The issue of seniority has proved to be a particularly galling one for part-time workers. In many cases, they are excluded entirely from the organization's seniority list or confined to their own separate seniority list. Or they may lose all of the seniority they gained as a part-timer when they switch to full-time work. In many cases, this discriminatory practice is supported by their unions.

The Commission was told, for example, of a nurse who has worked for four years as a regular "part-timer" in a seniors' home. Although her normal work week is 40 or more hours, she is not allowed to become full-time. The only route to a full-time job would be for her to accept a night shift on a full-time basis and then try to bid into a day-time job. If she gets the full-time job, she loses all her seniority and is put on probation again.

In a continuing fight over a new contract, the employer is attempting to reduce the hours of all part-timers to 20 per week so that he will not have to pay fringe benefits. The submission concludes:

The regular employees who run the union don't seem to fight or care for their fellow part-timers. To them, a part-timer is a second class employee, despite their important contribution to union dues and work.

Nurse, Ontario

A similar problem was described in a letter from an airline employee with ten years full-time and three years part-time service.

An Air Canada employee has two seniority levels — company and union. The former is determined by the total number of years worked for the company and is not affected by interrupted service, transfer from one airline union to another, or by transfer from full-time to part-time, etc. It is straight-forward and equitable. Union seniority is another matter however, and, as holiday and shift bidding, travel priorities and lay-offs/call-backs are based on union seniority, its effect upon the employee is quite profound.

The Canadian Airline Employees Association (CALEA) has a policy that should one of its members transfer from full-time to part-time, or interrupt his or her service, then all union seniority is lost and the person concerned has to start to accrue this seniority from zero again. It is interesting to note that the part-time staff at Malton Airport is 100 per cent female and that a vast majority are ex-full-timers who became part-time in order to raise a family.

The majority of CALEA members do not ever face this problem. They take advantage of the situation by not allowing those who do to retain their seniority and travel priorities should they decide to resign or go part-time. They gain as those who were ahead of them are forced to the bottom rung of the union ladder. This has been a source of great frustration to us for a number of years, but we have lived with the inconvenience.

But, as of this month (January 1983), Air Canada is expected to lay-off staff, so the question of union seniority takes on a more serious complexion. It means that an Air Canada passenger agent with 17 years of company seniority is laid-off over an agent with four years. Not only does she have more company seniority but she had paid 17 years of union dues to CALEA compared to the total of four years of dues paid by the agent who is keeping her job. And all because she took time for her family.

I, and many other CALEA part-timers, are puzzled and confounded that this policy is allowed to continue in this day and age. What is unreasonable in bridging union seniority as the company does? If it is not unreasonable, then I believe legislation should be introduced to force the union to cease this outdated, unjust and discriminatory practice.

Airline Passenger Agent, Ontario

The fact that legislation in some provinces denies bargaining rights to part-timers was also raised in submissions to the Commission.

At present, occasional teachers have no collective bargaining rights. Occasional teachers are excluded from the legislation governing collective bargaining between teachers and school boards. Occasional teachers should have the right to the following: access to a formal grievance procedure, official representation in their dealings with the respective school boards, and finally, the right to negotiate on a regular basis. The existing teachers' union, in the various federations, should represent the occasional teachers and be able to provide collective bargaining representation for them along with their full and part-time members.

Occasional Teacher, Ontario

A union's duty to fairly represent all of its members was also raised. A woman who works part-time for the federal government contacted her union over what she considered an inequity in the way her annual increment was calculated. Here is her story:

> When I spoke with both the local president and the national president, I was told quite abruptly that inequities in the payment of part-time workers was far from being a high priority. In no uncertain terms I was told that the union was not in favour of part-time work and was not seriously interested in acting as an advocate to the Treasury Board for changes in the . . . contract. The union also informed me that it was not planning to give priority in negotiations to changes in this area for part-time workers. I pay full union dues. They are not prorated. Yet I feel that my interests are not being represented at all.
>
> *Federal Government Worker, Ontario*

Another participant suggested that a charter of rights was needed for part-time workers, so as to guarantee them, among other things, access to seniority lists and to union representation.

> Seniority should be accrued, and part-timers, after a fixed period of service, should be able to apply for vacant full-time positions.
>
> Artificial barriers to union membership should be removed. Separate units should not be allowed. Part-timers should have full right of representation and grievance procedures.
>
> *Member of Provincial Parliament, Ontario*

Another brief criticized the application of the fair representation section of the Canada Labour Code by the Canada Labour Relations Board.

> Another area where your Commission may well recommend amendments to the *Code* concerns the duty of fair representation, i.e., the statutory obligation of a certified bargaining agent to represent fairly and without discrimination, all employees of the bargaining unit, including part-time employees.
>
> So far, the Board has been very reluctant to interpret section 136.1 of the *Code* so as to force trade unions to adopt a strict understanding of their duty of fair representation.
>
> I would therefore recommend to your Commission that s. 136.1 of the *Code* be amended in a way which would force the Board to consider any discriminatory treatment of a part-time employee because of his/her part-time status to be in violation of the duty of fair representation.
>
> *Lawyer, Ontario*

iv. The Pressure of Family Responsibilities – Part-time work has been adopted by many parents, usually the mother, as a solution to family responsibilities. The Commission found in its study of job sharing, for example, that the arrival of a new baby was the most common single reason given for switching to job sharing by those who completed the job sharing questionnaire.

The dilemma faced by many potential part-time workers is the choice between part-time work and giving up their job security and hopes for career advancement. How do they persuade a reluctant employer to allow them to work part-time for a period of time and then return to full-time work? As one woman wrote to the Commission:

> My husband and I would like a child, but supporting a family on one income is impossible. Part-time work seems the ideal compromise. I hope your Commission will recommend a policy of encouraging part-time work in the federal government.
>
> *Federal Government Worker, British Columbia*

The need for more time for family responsibilities is not confined to women. A transport driver for a large Toronto bakery said in his letter to the Commission:

> Often we are pressed into overtime. Many drivers are working 50 and 60 hours a week. I hardly seem to have time for myself or family. Another factor is that our shifts are not too regular, one never knows from one week to the next what time we'll start, and its mostly the night hours. This doubles the stress. Sharing this burden sounds wonderful. Trouble is, I don't think my wife would be so keen on sharing the wages.
>
> *Truck Driver, Ontario*

The Commission also heard a brief from a young Edmonton couple, both social workers, who have decided to reverse their roles for a period while the father looks after their 20-month old daughter. He works part-time as a contract worker and his wife is a full-time letter carrier.

> We have decided to reverse traditional male/female roles. We believe this option would be available to more couples, and for a longer period of time in their lives, if an enlightened policy towards part-time employment were adopted.
>
> *Contract Worker and Letter Carrier, Alberta*

Their brief recommends fringe benefits and more promotional opportunities for part-time workers. It also suggests that employers should designate 10 per cent of their positions for part-time workers, and that more flexible schedules should be available to enable part-time workers to look after their family as well as work.

The conflicting views of two of the many mothers

who wrote to the Commission are perhaps related to their respective incomes.

> When my daughter was born three and a half years ago, I resigned my position as a senior economist for the Province of Ontario in order to work on a part-time basis and spend more time with my young family than the normal work week permits.
>
> Permanent part-time is not available within the Ontario Public Service, but by special arrangement I continue to be employed at a senior professional level on a contractual basis. During this period I have been involved in staff efforts to promote permanent part-time work as a regular feature of employment within the Ontario Public Service, and this has now been taken up officially by the Ontario Civil Service Commission.
>
> *Senior Economist, Ontario*

> I am a single parent over 30, have a four-year-old son and a three-year-old foster child. I have been in and out of the work force, full and part-time for the past four years, with my son being my main concern . . . I have always managed to do it somehow and be there when I was supposed to be for stitches, fevers, severe colds and all the extra times when a child needs their parent.
>
> I am faced with the reality of paying my health care privately, no benefit packages, nor do I qualify for subsidy for my son in a day care setting because I have decided to work and live this style.
>
> Thank you for letting me go (on) a wee bit. Fact is, there is nobody that understands what it is like and how one works around surviving.
>
> *Child Care Therapist, Alberta*

The value of part-time work in improving the mental health of women with small children was addressed in a brief from Dr. E.F. Borins, director of the Women's Clinic, Department of Psychiatry, at Toronto Western Hospital.

> It is clear from a number of studies done in the past few years that women are significantly less at risk for depression when they are employed. Women with young children remaining at home are at significant risk for depression and, in fact, it is the norm in that group. That particular group also expresses the least satisfaction overall with their life. The employment situation of a woman can protect against depression, which is at least twice as common in women as in men, according to all surveys of populations within the community and within hospital settings. Dual working couples, dual working families, dual career couples, and dual career families are clearly on the increase and these arrangements do provide examples of adaptation to the modern circumstances in which individuals find themselves. Particularly for the early years of child care, these arrangements should include part-time working patterns for either parent, either intermittently or continuously.
>
> *Psychiatrist, Ontario*

v. Career Opportunities – The lack of career, promotion and upgrading opportunities afforded part-time workers was considered by many as a barrier to part-time work. Employers tend to consider part-timers for short-term needs, or for low-level jobs. It was pointed out to the Commission that good permanent part-time jobs are few in number, not only because of administrative difficulties, but perhaps more because of old prejudices against part-time workers. Employers, who have always worked in a world where full-time work is considered the norm, find it difficult to understand that other people can choose part-time work and still be committed to their jobs.

It was suggested that employers should be encouraged to:

- examine the structure of the work place to see how it could be changed to suit the individual;
- examine the jobs they offer, the skills they require and the hours needed to perform them;
- create more stimulating jobs for part-time workers;
- reduce the wage gap between full and part-time so that the option to become a part-time worker is a realistic one for both men and women.

Briefs were received from several women who had attempted (with no success) to persuade their employers to adopt a more flexible attitude to part-time work, to introduce job sharing, or to allow part-time work in professional positions. Several professional women describe the problem.

> I am one who could, and would, become a part-time employee. However I am unable to do so because it is not "policy". Anyone who wants time off, is usually forced to take leave without pay.
>
> *Teacher, Nova Scotia*

> I have resigned myself, also, to having to return to full-time status should I wish to compete for promotional positions. To my knowledge, there are no part-time supervisory or management positions readily available. Even working full-time for a few months for professional development is not possible for a myriad of reasons ranging from difficulties in personnel administration to contravention of the Public Service Superannuation Act. Women working part-time in the federal government, therefore, are often kept professionally in the ghetto of clerical, non-management positions.
>
> *Federal Government Worker, Ontario*

The problems of women medical students who want to combine medical studies and family responsibilities was also raised by Dr. Borins. She believes

the issue is of critical importance because of the increased entry of women into the medical profession. Dr. Borins explains the situation:

> Increasing desires are being expressed by female medical students to integrate career and traditional roles. There are significant difficulties in the obtaining of positions for part-time training in post graduate medicine. As well, there are significant pressures exerted on the part-time residents by the full-time staff and peers. Negative pressure causes significant stress for the part-time trainee.

It is clear that there are many difficulties with trying to pursue a professional career on a part-time basis and that part-time workers are not happy with this situation. What can be done?

Commission Recommendations

The excerpts from letters and briefs indicate that most part-timers do not think it is fair that part-time workers are given poor treatment by their employers, their unions, and their fellow employees. They want to be treated as serious participants in the labour force. They want job security; equal opportunity for career advancement; pension plans and fringe benefits — all commensurate with the hours they work. And, they feel very strongly that insufficient recognition is given to the fact that the pressures of family responsibilities result in long hours of work, though only some of these hours are in paid employment.

The individual people who took the time to write to the Commission wanted their experience recorded. The tone of their letters reflected their anger with their situation, and most asked the Commission to recommend that the government introduce legislation to give them equal treatment in the work place.

The recommendations of the Commission regarding the issues raised in this section are included in Section G of Chapter 4.

B. Unions and Professional Associations

1. Overview of Union Attitudes

If only one word could be used to describe the attitude of unions toward part-time work, that word would be ambivalent. The 54 submissions the Commission received from labour unions and professional associations ranged all the way from those which supported part-time work (if chosen voluntarily) and were working to obtain better benefits for part-time workers, to those which were unalterably opposed to part-time work and tried to limit the use of part-time workers in their work place. This group included some unions which believed "across-the-board" reductions in hours for all workers were more important than the concerns of part-time workers.

In the middle were unions which came out strongly in favour of better pay and benefits for part-time workers, but which discriminated to some extent against part-time workers in their own unions. Even some of the unions which were fighting the hardest to obtain better benefits for part-time workers were at the same time committed to reducing or at best controlling the number of part-time workers in the work place.

It would appear that the union attitude toward part-time work is in a period of transition. The strong union opposition that was common ten years ago is gradually giving way to the view that part-time work is here to stay and that unions must deal with the issue.

One Quebec union summed up the majority view very succinctly:

> Two attitudes are possible: to denounce part-time work and demand its elimination, or to acknowledge the phenomenon but fight strongly to improve working conditions. We believe it is better to recognize its right to exist and fight the exploitation.
>
> *Centrale des Syndicats Democratiques*

2. The Traditional Union Attitude

The traditional union attitude to part-time work has been one of opposition, which varies in intensity from country to country and from one union to another. The survey of part-time work conducted by the International Labour Organization in the early sixties described union attitudes as follows:

> It is clear from the material available on the subject that many trade unions fear the competition of part-time workers and fear that any systematic extension of part-time employment in occupations where it is not very largely dictated by the nature of the work will endanger and even undermine the status of full-time workers. They fear, too, that a spread of part-time work would strengthen the tendency to regard women as a marginal element in the labour force, available when needed, disposable when no longer needed, and hence to a devaluation of women's work in general.
>
> Some unions also have doubts about part-time régimes in piece work and other work with an imposed rhythm; part-time workers, who are often rested, are able to produce more in a shorter time than full-time workers and their efforts may tend to depress piece-rates and to increase the speed of full-time workers . . . It is mentioned that part-time workers have little spirit of solidarity, are difficult to organize, benefit as a rule from equivalence of standards and conditions of work but fail to take a proportionate share in efforts to help promote better standards and conditions.[3]

A 1982 publication[4] from the United States lists the five major objections that unions have traditionally voiced against part-time employment:

1. Expansion of part-time jobs is contrary to the interests of people who need full-time earnings. It will increase job competition and make unemployment worse. Especially in times of high unemployment, converting full-time jobs into part-time jobs merely spreads around the unemployment; it does not create the new employment that we need. If more part-time jobs are available, then probably more people who are not now in the labor force will come in and increase the competition for jobs. Traditionally, part-time employment has been used to overcome labor shortages, while our problem is now labor surpluses.
2. Shorter work weeks or work years for all people, without loss of pay, is a priority union goal (as permitted by productivity gains), not part-time work for a few people. A focus on part-time employment may detract from this goal.
3. Exploitation of part-timers is common and easy for companies to do, and thus erodes labour standards. Part-timers are often denied fringe benefits, job security, and promotion opportunities. If part-time staffing were to increase, so would this inequitable treatment.
4. Part-time employment often downgrades occupational status, institutionalizes women in inferior roles, and helps mainly those who need help the

---

[3] International Labour Organization. "An international survey of part-time employment." *International Labour Review* 88 (1963): 504-505.

[4] Nollen, S.D. New work schedules in practice: managing time in a changing society. *Work in America Institute Series*. Toronto: Van Nostrand Reinhold, 1982.

least. Because so much part-time employment consists of low-level jobs staffed by women who do not require full-time earnings, it does not aid the cause of equity in employment.

5. The people who would be part-time employees are likely to be hard to organize and not good union members compared to full-timers, because their main interests are outside the work place.

3. Attitudes of Major Canadian Unions and Federations

The majority of Canada's largest labour unions and federations of labour are moving away from the traditional attitude to part-time work toward a more supportive approach. Although they continue to express strong reservations about the possible encroachment of part-time employment on full-time employment, and were highly critical of the present treatment of part-time workers, most of the unions which presented briefs were willing to support the concept of part-time work on two conditions. First, it must be voluntary, and second, part-time workers must receive equal rates of pay and prorated fringe benefits. The demand for prorated fringe benefits was unanimous, even among unions which were basically opposed to part-time work.

This attitude, and recommendations for change, were well summed up in one union brief:

> The labour market, unrestricted and in some respects encouraged by labour law, has created in the part-time work system a secondary class of labour which is exploited relative to full-time workers. Far from being the convenience for workers that its advocates claim it to be, the part-time work system operates primarily to provide employers with a cheap, flexible and easily disposable reserve workforce.
>
> The objectives of public policy should be:
>
> • to break down the barriers between part-time and full-time work forces;
>
> • to ensure, through general economic and employment policies, that part-time is a positive choice and not a last resort for those who cannot find a full-time job;
>
> • to eliminate the economic discrimination against part-time workers that makes them attractive as "cheap labour";
>
> • to protect part-time workers fully in employment standards legislation . . .
>
> *United Steel Workers*

The need for legislative protection for part-time workers is essential, unions pointed out, because the vast majority of part-time employees work in the three occupational groups which are among the least unionized of all occupational groups in Canada, i.e. clerical, sales and service. (See Chapter 3, Tables 20 and 21.)

Most unions were also emphatic in pointing out that part-time work should never be considered as a solution to the unemployment situation. As one union said:

> We are concerned that the emphasis on part-time work will be used to camouflage and draw attention from the incredibly high unemployment in Canada. Part-time employment is not the solution to high unemployment . . .
>
> *Nova Scotia Federation of Labour*

The only unions which expressed the traditional strong opposition to part-time work were:

- a delegation representing the women's committees of six Quebec unions with a combined membership of 375,000;
- the Alberta Federation of Labour; and
- a few smaller unions which have few if any part-timers in their membership.

The unions' changing attitude to part-time work has developed slowly throughout the 1970s as a result of the stronger participation of women in the union movement and a growing recognition of the fact that part-time workers have increased in the past ten years to the point where they can no longer be ignored.

The history of that changing attitude was outlined very briefly by one union:

> Unions in general, including RWDSU, have attempted to limit the employment of part-time employees because by and large they are paid less and seldom receive the benefit package applicable to full-time employees. Likely this occurred because the initial introduction of part-time workers into the labour market was done subtly and Unions concerned themselves primarily with the welfare of the majority of members who were full time. By the time Union members took note of the serious change in the labour force, it was too late and employers strongly resisted the extension of benefit programs to the pool of part-timers they had quietly assembled.
>
> *Retail, Wholesale and Department Store Union — Saskatchewan Joint Board*

If it is possible to generalize about a constantly evolving situation, it appears that the more women members within a union, the more progressive its attitude towards part-time workers will be and the greater its success in obtaining benefits for part-time workers. For example, nurses unions, whose membership is 98 per cent female and which include between 40 and 60 per cent part-time workers, have in most provinces won prorated fringe benefits or pay

in lieu of benefits for their part-timers. Teachers and retail clerks (in supermarkets) are two other groups which have won some degree of equality for part-time workers. The Canadian Union of Public Employees has also made some progress in improving the treatment of their part-timers.

This changing attitude was officially accepted by the Canadian Labour Congress in 1976 when this national labour body adopted a declaration on Equality of Opportunity and Treatment for Women Workers which also recognized the special problems confronting part-time workers. The declaration states:

> Special measures shall be taken . . . to ensure equality of treatment for workers employed regularly on a part-time basis, the majority of whom are women, particularly with respect to prorata fringe benefits.
>
> *Canadian Labour Congress*

Major Canadian unions have also made efforts to ensure that part-time employees are treated fairly within their own unions. The Commission on Part-time Work conducted a telephone survey of 41 of the largest unions in Canada and learned that all except four of the unions (which have no part-timers) give a full vote to part-time workers within their unions.

One half of the unions have a policy of prorating dues for part-time workers, six unions have partially prorated dues, and only seven unions require their part-time workers to pay full union dues.

TABLE 5
Policies of Canadian Unions on Prorated Dues for Part-time Workers

	Number of Unions	Percentage of Unions
Total Unions Telephoned	41	100
Prorated dues	21	51
Partially prorated	6	14
Pay full dues	7	17
No dues for part-time	1	2
Dues vary at local level	2	5
No part-time workers	4	10

a. Union Support of Part-time Work

The Canadian Labour Congress, typical of many of the unions which presented briefs to the Commission, expressed both support and opposition to part-time work. On the support side unions say:

> The CLC fully recognizes and accepts the contribution made to our economy by part-time workers. The personal circumstances of many Canadians renders part-time work as their preferred employment option.
>
> *Canadian Labour Congress*

> . . . permanent part-time work is a valuable and necessary component of the Canadian work environment. Out-dated notions that part-time employees are second class, peripheral and non-contributory must be replaced with the realization that an employee's contribution should not be measured by the time worked but by the degree of effort and the quality of work performed while on the job.
>
> *Professional Institute of the Public Service of Canada*

> . . . efforts should be made to encourage more part-time opportunities in areas (other than low skill jobs) to allow women to break out of part-time job "ghettos".
>
> *National Union of Provincial Government Employees*

b. Union Opposition to Part-time Work

Most Canadian unions, despite their avowed support for better benefits for part-time workers, are strongly opposed to expansion of the part-time work force if its expansion will reduce the number of full-time jobs. Some typical quotes from union briefs to the Commission follow:

> Part-time employment should not be expanded at the expense of full-time employment.
>
> *Canadian Labour Congress*

> . . . the priority of the labour movement remains full-time employment.
>
> *Public Service Alliance of Canada*

> Employers should be required to obtain permits to employ part-time workers, in the same way that overtime permits are now required. A standard should be determined as a percentage of full-time employees, and employers should be required to justify increases in part-time employees.
>
> *Canadian Union of Public Employees*

> . . . for a growing segment of the part-time labour force, part-time work is obviously only a *partial substitute* for what is really wanted — full-time work.
>
> *Canadian Labour Congress*

The strongest opposition to part-time work came from a coalition of six unions, representing 375,000 workers in Quebec, and from the Alberta Federation of Labour. The Alberta Federation labelled part-time work a regressive trend which should not be

encouraged and urged that part-time employment be curtailed. They also urged a policy of combining some of the present part-time jobs in order to begin to offer full-time employment to the unemployed.

The coalition of six Quebec unions included Confederation des Syndicats Nationaux (CSN), Centrale de L'Enseignement du Quebec (CEQ), Federation des Syndicats Professionnels d'Infirmieres et D'Infirmiers du Quebec (FSPIIQ),Syndicat des Professionnels du Gouvernement du Quebec (SPGQ), Syndicat des Fonctionnaires Provinciaux du Quebec (SFPQ) and Federation Quebecoise des Infirmieres et Infirmiers (FQII). Their objections centered around their belief that part-time work would keep women in job ghettos, force women back into the home and compel them to continue to assume all responsibility for housework.

In summary, the union view seems to be torn between their responsibility to protect the rights of workers who choose to work part-time and a continuing fear that the proliferation of part-time work threatens full-time employment. Perhaps the solution to the problem was best summed up by the CLC in a 1981 brief:[6]

> . . . an employer's financial advantage in expanding his part-time work force would be eliminated by applying contract provisions for full-time workers to part-time workers. Not only would this elevate part-time workers to their rightful status; it would also promote industrial harmony since the hiring of part-time employees often creates conflict where a union views it as a method of weakening a bargaining unit and in some cases avoiding certification.

4. Union Achievements for Part-time Workers

The most difficult aspect of attempting to summarize the union attitude to part-time work lies in the fact that while all unions were unanimous in demanding fair treatment for part-time workers, the Commission found that there was a great disparity among unions when it came to their efforts to improve the position of their own part-time workers. As mentioned previously, the unions which had won the best benefits for part-time workers tended to be unions in which part-timers and/or women made up a large proportion of the membership. Among these were nurses unions, teachers federations, retail clerks unions (in supermarkets) and the Canadian Union of Public Employees.

a. Unions with Good Benefits for Part-time Workers

i. Nurses Unions – The health care field, because it requires 24-hour-a-day staffing, shift and weekend work, has become one of the major users of part-time workers. Part-time work is readily accepted by both employees and employers because it allows nurses to remain in their profession during their child-rearing years and because it offers the employer greater flexibility in scheduling. In addition, nursing shortages at various times have forced health care facilities to gradually increase their use of part-time nurses to the point where they averaged about 40 per cent of nursing staff in most provinces in 1981. In small hospitals in Ontario part-time nurses ranged from 51 to 83 per cent of nursing staff.

The benefits won by nurses unions vary from province to province, and from regular part-time nurses to those labelled as casual part-time. In most provinces, regular part-time nurses have won the right to equal pay and to fringe benefits, usually prorated according to the number of hours worked. In some provinces they are paid cash in lieu of benefits. Casual part-timers, however, are denied most fringe benefits and are often paid the lowest rate on the salary scale, no matter how many years they have worked.

Of those unions which submitted briefs, the British Columbia Nurses Union seems to have done the best for its regular part-time nurses. They receive some benefits on the same basis as full-time nurses (medical, extended health, dental, group life and long-term disability) and the remaining benefits are prorated according to hours worked. Their seniority is calculated according to the calendar year, rather than prorated according to the number of hours worked. Casual part-timers receive some benefits on a prorated basis, but are ineligible for medical, dental, group life, extended health and disability insurance and the pension plan. Their salaries are fixed at the mid-point of the regular salary scale for their position.

ii. Retail Clerks Unions – The vast majority of retail clerks, those in large department stores and in small independent retail stores, are not unionized. Those who are unionized tend to be found in supermarkets, where large numbers work part-time. The United Food and Commercial Workers, Canadian region, reports that 20,000 of its members, or 29 per cent, work part-time, mostly in the retail sector. The union is firmly committed to the principle that all workers, regardless of the duration of their daily or weekly

---

[6] Canadian Labour Congress. *Submission to the Canada Employment and Immigration Advisory Council on the subject of Part-time Employment in Canada.* 1981, p.7.

work schedule should receive equal hourly compensation for work of equal value.

The most innovative benefit program for part-time workers was reported to the Commission by two Ontario unions, the Ontario Retail Council of the United Food and Commercial Workers and the Retail, Wholesale and Department Store Union, which have a combined membership of 14,000 part-time workers in Ontario. They have achieved, through negotiations with employers, a jointly-trusteed health, welfare and pension plan, which they believe is a major breakthrough in providing benefits for part-time workers in the retail industry. The plan is financed by employer contributions of a negotiated sum for every hour worked by both full and part-time workers and is administered by equal numbers of trustees from both management and the union.

Their successes in introducing the plan now include:

- pension plans for part-time employees in two major retail food chains and in one retail dry goods chain;
- a dental plan, which covers nearly 13,000 workers in Ontario.

They are presently in the process of instituting a wide range of other health benefits, such as sickness and accident insurance, long term disability and life insurance for part-time workers.

iii. Teachers Federations – The increase in the number of part-time teachers, despite the drop in school enrolment, has been significant in most provinces during the past ten years. In Manitoba, for example, full-time teachers decreased by 3.2 per cent between 1971 and 1981, while part-time teachers increased by 265.6 per cent (from 329 teachers to 874). The Manitoba Teachers Society reported that the creation of part-time positions has resulted both from the introduction of new programs and from shrinkage of class size due to declining enrolment. A 1980 survey in Manitoba showed that the majority of part-time teachers are women aged between 26 and 45 who were formerly full-time teachers. They now teach half-time, usually at the elementary level. A 1982 survey of part-time teachers in British Columbia produced similar findings.

Most of the teachers federations which presented briefs reported that their regular part-time teachers were treated as well as full-time teachers. In Ontario, Manitoba, New Brunswick, and B.C., regular part-time teachers receive the same pay rate and in most cases fringe benefits on a prorated basis. (In Ontario, this varies with different school boards.) In most provinces they also contribute to the pension plan on a prorated basis.

The substitute or supply teacher is a different story. They are denied the salaries and fringe benefits won by most teachers federations, and in some provinces (e.g. Ontario and New Brunswick) are not even allowed to become members of the federation. As the Federation of Women Teachers of Ontario pointed out, substitute or supply teachers are paid what the local school board decides, receive no benefits, no sick leave, and no seniority.

iv. Canadian Union of Public Employees (CUPE) – CUPE, which represents 277,836 members, with approximately 60,000 of them working part-time, represents the largest number of part-time workers of any union in Canada. Their members work for boards of education, municipal and provincial governments, hospitals, nursing homes, universities and many other government operated services.

CUPE has been fighting for 12 years to win better benefits for part-time workers and believes that it has made some progress in eliminating discriminatory treatment of part-time workers. But, it says there are still many obstacles to overcome.

As an example of its success, CUPE quoted the following paragraph from a recent contract for hospital workers in Saskatchewan:

> *Article 21 — Part-time Employees*
> 21.01 Employees who work less than the normal hours of work shall accumulate seniority and all other benefits of the Agreement (subject to Pension, LTD, and Group Insurance qualifying provisions) in direct proportion to the time worked in relation to full-time employee's normal hours of work of their position . . .
>
> *Canadian Union of Public Employees*

On the issue of seniority, CUPE has been able to introduce in recent collective agreements one seniority list for both full and part-time employees with all employees given the right to transfer between full and part-time work. They have also established a precedent that seniority for part-timers should be calculated on a calendar-year basis, rather than on a prorated basis.

One of the major obstacles to obtaining better fringe benefits for part-timers, according to CUPE, is the fact that group insurance contracts and pension plan rules often exclude people who work less than a certain number of hours per week.

CUPE contines to work towards better treatment of

part-time workers and has set the following bargaining objectives for all of its locals:

> a. the same basic rate of pay and fringe benefits for both part-time and full-time workers;
> b. regularly scheduled hours of work, with work schedules posted well in advance;
> c. seniority should accumulate on a calendar year basis, so part-timers have the same job protection and the same access to vacations and other seniority-related benefits;
> d. the payment of overtime for work performed beyond normal working hours (whether this is 20 a week or 40).
>
> *Canadian Union of Public Employees*

b. Unions in Transition

One of the most interesting aspects of some of the union briefs presented to the Commission was the difference between what unions said they wanted for part-time workers and what they were actually doing to improve the position of their own members who worked part-time. This group could be described as "unions in transition," because while they claim to be philosophically committed to fighting for better benefits for part-time workers, their policy is still influenced to some degree by the older attitude of opposition to part-timers. For some unions, the influx of part-time workers has been so sudden that they have had difficulty in changing the old attitudes among their full-time workers.

i. Railway and Airline Clerks - The Brotherhood of Railway and Airline Clerks, Airline Division (BRAC), found itself in this position in 1979 when CP Air decided to hire part-time clerks to cover peak periods at the Toronto airport. In their brief to the Commission, BRAC said that the part-timers, who were initially given no fringe benefits, no job security and no seniority soon began to question their status.

The union, after overcoming some initial internal controversy over part-time workers, in their 1980 agreement won fringe benefits on a prorated basis for part-timers working a minimum of 18 ¾ hours per week. The issue of seniority was not resolved and the use of part-time workers was restricted to 20 per cent at any one work location and to 10 per cent of the entire bargaining unit. The agreement also stated that in the event of staff reductions, the part-timers must be laid off before full-timers. This clause had unfortunately taken effect and at the time the brief was presented (October, 1982), all of the part-timers were about to be laid off.

While the BRAC brief claimed that, "One of our major concerns at the bargaining table will be the rights and status of part-time employees," six of its laid-off members felt that the union's actions were speaking louder than words. In a letter[7] to the union and copied to the Commission, the members said:

> What right does the union have to decide whether my needs are lesser or greater than those of a full-time employee . . . Part-timers are people too. And we have a right to do our jobs . . . The biggest problem currently regarding part-timers is seniority . . . You say the company does not give us (seniority). The problem . . . is that the union will not allow it . . . The first thing we need is from the union. Seniority not just among each other but seniority and job security along with every other union member.

ii. Postal Workers - The Canadian Union of Postal Workers was strongly criticized at the Commission's Toronto hearings by a delegation of 30 union members who are part-time workers. The group, some with up to 30 years seniority, said that although they pay full union dues, they are not treated equally with full-time workers within the union. Some of the historic rights of part-time workers were bargained away by the union in its 1981 collective agreement, which they said, made the following changes:

> • That part-time employees be deprived of their right to work on the day shift regardless of their seniority;
> • That part-time employees be deprived of their right to work in selected and special positions even though they had previously received the training and had competently carried out the duties that these selected positions required;
> • That part-time employees be deprived of their seniority if they request and receive a change of status from part-time to full-time classification;
> • Part-time employees cannot belong to the Pension Plan.
>
> *Oral submission. 30 members of the Canadian Union of Postal Workers, Toronto.*

iii. Communications Workers - A submission from the Communications Workers of Canada demonstrates the same ambivalent attitude to part-time workers. It admits that, "Clearly there is a need, on the part of both workers and management for some part-time work . . .", and urges unions to fight for equal pay and prorated health and welfare benefits for part-time workers. At the same time, it also insists that there must be restrictions on the number of part-time workers.

> . . . restricting the right of management to hire part-

[7] Letter to BRAC Airline Division. 14 October 1982.

time workers is of concern to all members as it can be used as a method of undermining the job security of everyone, both full and part-time.

Communications Workers of Canada

iv. University Lecturers – One of the more unexpected groups of part-time workers which appeared before the Commission turned out to be part-time, or sessional, university lecturers who are hired on contract to teach one or more courses. According to the Canadian Association of University Teachers, these part-time academics are being paid less per hour (up to 60 per cent less in some universities and community colleges), receive no fringe benefits, no pension plan, and have no job security, seniority or hope for tenure. The Commission was told that in some universities the part-time or sessional lecturers are handling 50 per cent of the course load of the university.

The CAUT brief pointed out that part-time non-tenure appointment procedures "have been heavily used in recent years for appointments which are merely designed to save money, with little or no thought of the cost to the individuals concerned or to the long-term effects upon the universities." While blaming government underfunding for creating this new group of part-time academic staff, the CAUT brief also says that the "universities have been ingenious and largely unprotesting accomplices in this process."

CAUT, typical of the unions in transition, came out strongly in favour of better pay and benefits for part-timers but its local chapters across the country seem to have done little to persuade university administrations to act on this policy. Briefs from several groups of part-time lecturers pointed out that in some cases, they are denied membership in faculty associations, or are not notified of faculty meetings.

There are exceptions. The College Institute Educators' Association of B.C., which represents 2,800 faculty and technical staff at eleven colleges in B.C. and the B.C. Institute of Technology, is a good example of the gains made by unionized part-time workers. This association gave examples of two colleges where part-time lecturers are paid on the same hourly scale as full-time faculty.

5. Unions Opposed to Part-time Work

The opposition of some Quebec unions to part-time work was described earlier in this section. There are other unions still attempting to stave off the introduction of part-time work in their work place.

a. Communications Workers

The Canadian Association of Communications and Allied Workers which represents 2,700 workers in telecommunications told the Commission that they "regard part-time as a threat to their wage rate and to their very existence." They have no part-time workers in their work place and are blocking employer attempts to introduce them. Despite the unpopularity of split shifts with workers, the union prefers them to admitting part-time workers. They do, however, support prorated benefits and believe that the prejudice against part-time could be broken down by laws that set the same benefits for both full-time and part-time workers.

The Telecommunications Workers Union in B.C., while it has won some benefits for regular (but not casual) part-timers, still subscribes to the view that "part-time work undermines the gains workers have made during the last fifty years." One of their union members who is a part-time worker, Gail Martin, Delta, B.C., in a separate brief to the Commission, said that "some union business agents are openly antagonistic to the point of being hostile to the actual existence of regular part-time employees."

b. Transit Unions

Canadian transit unions are generally opposed to the introduction of part-time bus drivers. The strength of their opposition was made clear in a comment by a Calgary Transit Union official, who said, "Having part-time workers to us would be like a cancer spreading all over."[8] In Montreal, transit workers went on strike in 1982 rather than accept the Montreal Urban Community Transit Commission's proposal to hire 500 part-time workers.

Newspaper descriptions of the Montreal bus strike indicate that the Montreal Brotherhood of Bus Drivers and Metro Operators fears that part-time drivers would weaken the union, subvert the seniority system, and eventually take away jobs that would normally be held by regular drivers. But their major concern is the reduction in overtime pay which most union members now consider a legitimate part of their income.[9]

c. Other Unions

The Commission also received briefs and letters from individual union members, and from groups of

[8] "Drivers in Bad Spot." *Calgary Herald.* 1 September 1982.

[9] "Part-time bus drivers could save $4 million a year, Hanigan says." *Montreal Gazette.* 11 June 1982.

union members who felt that as part-time workers they were being badly treated by their unions. A group of Alberta provincial museum interpretative staff, members of the Alberta Union of Provincial Employees, said that their union has never fought for fringe benefits for them and that they are not even allowed to pursue a grievance through union channels.

Two members of another union, who have asked to remain anonymous as their case is going to arbitration, were expelled from their union because they were sharing a job that could not be filled locally by a full-time person.

A Canada Labour Relations Board case provided a vivid example of union opposition to part-time workers. The case involved Gerald M. Massicotte versus the Teamsters Union, Local 938 in Ontario. Massicotte, a part-time employee, appealed to the CLRB when he was fired in 1979 from his job as a part-time dock worker and the union refused to handle his grievance. The union and employer had adopted the position that part-time employees were not covered by the collective agreement, although the agreement fixed their wages and required them to pay a monthly amount equal to union dues to the union.

Part-time employees were not allowed to attend union meetings, were not allowed to participate in formulation of collective bargaining proposals or decisions to accept or reject. In fact, in 1977 negotiations, the union agreed to reduce the wage rate for part-time workers. This concession was given to the employer, the union business agent said, because the improvements the union negotiated for full-time employees required concessions elsewhere.

6. Union Recommendations

The union recommendations listed below are arranged according to subject matter and according to whether they had the general support of most unions or were recommended by a few specific unions.

a. Expansion of part-time work

Union Recommendations with General Support:

i. – Part-time work should not be expanded at the expense of full-time work.

ii. – Part-time work should be voluntary.

Recommendations from Specific Unions:

iii. – Part-time work should be encouraged throughout the whole spectrum of skills and occupations, particularly in areas of skill shortages.

iv. – Employers should be prohibited from turning full-time positions into part-time without the consent of workers and/or unions.

v. – Employers should be required to obtain permits to employ part-time workers, just as overtime permits are now required.

b. Remuneration

Union Recommendations with General Support:

i. – Part-time workers should receive equal pay for work of equal value regardless of duration of scheduled work day or work week.

ii. – Overtime should be paid after normally scheduled hours have been worked.

c. Fringe Benefits

Union Recommendations with General Support:

i. – Part-time workers should be eligible to receive the same fringe benefits as full-time workers, but prorated according to the number of hours worked.

ii. – If prorating some benefits is impractical, part-time workers should receive cash in lieu of these benefits.

Recommendations from Specific Unions:

iii. – Part-time workers should receive exactly the same benefits as full-time workers, with no prorating.

d. Pensions

Union Recommendations with General Support:

i. – Part-time workers should have access to company pension plans on a prorated basis.

ii. – The public pension system should be improved to provide adequate retirement income for part-timers.

Recommendations from Specific Unions:

iii. – To avoid penalizing employers for hiring part-time workers, the Canada Pension Plan should have both its floor and ceiling prorated so that the annual contributions for one-half time workers would be exactly one-half the contribution for a full-time worker.

e. Labour Standards

Union Recommendations with General Support:

i. – Labour standards, as they relate to part-time

workers, should be changed at all jurisdictional levels to ensure that part-time workers are afforded the same protection as full-time workers. The federal government should initiate a federal-provincial process to harmonize labour standards at all jurisdictional levels.

e. Unemployment Insurance

Union Recommendations with General Support:

i. - The 15-hour minimum work week should be eliminated and UIC payments should be based on a straight percentage of salary (up to maximum insurable earnings).

g. Child Care

Union Recommendations with General Support:

i. - A national child care program should be developed to allow workers with family responsibilities to choose freely between full and part-time work, and to provide child care on a part-time basis for those who work part-time.

h. Definition

Union Recommendations with General Support:

i. - Any definition of part-time work should include all part-time work, including regular, casual, seasonal, relief or term employment.

i. Unionization

Union Recommendations with General Support:

i. - Unionization of part-time workers should be encouraged by: (1) doing away with separate bargaining units for part-time workers; and (2) requiring employers to provide unions with lists of part-time workers.

j. Seniority

Union Recommendations with General Support:

i. - Part-time workers should be given seniority on a prorated basis.

Recommendations from Specific Unions:

ii. - Part-time workers should be given seniority over outside applicants with equal qualifications when a full-time position becomes available.

iii. - Part-time workers should be given seniority based on the calendar year.

k. Retirement

Recommendatons from Specific Unions:

i. - Part-time work should be encouraged as an alternative to retirement.

ii. - Older workers should be allowed to phase into retirement without losing part of their pension.

l. Training

Recommendations from Specific Unions:

i. - Job training should be provided on a part-time basis to assist unskilled part-time workers to break out of their job ghetto.

Commission Recommendations

In summary, the union attitude to part-time work is in a period of transition, with some unions actively promoting the interests of part-time workers, others making some efforts to help part-timers, and a third group of unions which is still totally opposed to part-time workers.

It also became clear in this section, and in the statistics in Chapter 3, that union membership is an advantage to most part-time workers. Part-timers who belong to unions are more likely to have a higher income level than non-union part-timers, and are more likely to be included in fringe benefit and pension plans. If the policies of the unions which are actively working for better benefits for part-time workers were adopted throughout the labour movement, the results could be very positive for part-time workers in unionized work places.

Recommendations of the Commission regarding issues raised by unions are included in Section G of Chapter 4.

C. Women's Organizations

1. Introduction

Women played an important role in the Commission's public hearings across Canada, not only in presenting briefs from women's organizations, but also as members of delegations representing unions, professional associations and employers, and in presenting individual briefs. Women's concern for the problems of part-time workers is a natural one, considering the fact that the majority of part-time workers are women. The percentage of part-time workers who are women has increased steadily during the past 10 years, from 63 per cent in 1953 to 72 per cent in 1981. In 1953, 11 per cent of all women employed worked part-time; in 1981 that figure had risen to 24 per cent.

The major concerns expressed by women's organizations regarding part-time workers were similar to those raised by unions:

- the lack of access to fringe benefits and pensions;
- low wages;
- concentration in female job ghettos;
- lack of union representation;
- little opportunity for training or promotion;
- lack of job security; and
- shortage of child care facilities.

But women also raised another issue: is part-time work good or bad for women? Should it be encouraged and expanded, or should women be discouraged from accepting part-time work? Those in favour of expansion wanted permanent part-time job opportunities created in all occupations and at every skill level. They wanted part-time workers integrated into the work force as a whole and given access to opportunities for promotion, job security and seniority. Those opposed advocated that government should restrict the use of part-time work to cases of strict necessity.

2. Part-time Work: Good or Bad?

The majority of women's groups told the Commission that part-time work was the preference of many women and that it should be available for those who want it. The minority who were totally opposed advocated that part-time work should definitely not be allowed to expand, and urged that existing part-time work be curtailed as much as possible.

a. In Favour of Part-time Work

The Canadian Advisory Council on the Status of Women, in a survey of 703 Canadian women in the spring of 1982, found that 66 per cent were in favour of the continued growth of part-time work. The positive response came, not just from women with children, but from unmarried women and those without children. Even women who were not working part-time were in favour, as they recognized that they might prefer part-time work at some future period in their lives.

The following excerpts from briefs to the Commission are typical of the views of most women's groups:

> Part-time work is legitimate and here to stay . . . Employers will continue to need part-time workers in their peak periods and workers will continue to find themselves in life situations where part-time work is necessary.
>
> *Vancouver Status of Women*

> Though there are some women in Nova Scotia who would agree with those who claim that part-time work is exploiting women . . . there are also many who want part-time work and who are fearful if legislation and regulations are established which would prevent them from working on a part-time basis.
>
> *Nova Scotia Advisory Council on the Status of Women*

b. Improvements Needed

Although the majority of women's groups favoured the continued growth of part-time work, they also insisted that it must be done in such a way as to improve the conditions of part-time workers.

Suggestions for improvements included:

> A commitment to equity requires a complete alteration in the present way of thinking. Rather than expand part-time work as it now exists, the objective should be to introduce permanent part-time opportunities in all occupations and at every skill level.
>
> A major cooperative effort is needed between government, business and labour to achieve the objective of equity between all members of the work force. Reform in the area of part-time work should become an essential part of overall employment strategies for women in the eighties.
>
> *Ontario Status of Women Council*

> A commitment should be made to study this area of work, not to separate part-time workers from the rest of the work place, but rather to look at ways that these workers can be better integrated into the work force as a whole. Part-time workers also need recognition of their varied work experience, access to promotion ladders, and to job security and seniority.
>
> *Vancouver Status of Women*

Many women's groups also looked at part-time work as a new style of work life which in the future

will be adopted by both men and women at various periods in their working lives.

> Part-time should no longer be considered an alternative to full-time, but rather a new lifestyle in the job world — certain aspects of which remain to be invented.
>
> *Réseau d'Action et d'Information pour les femmes*

> Part-time should be considered, along with job sharing and shorter hours, as part of an overall strategy designed to increase the flexibility of our working lives.
>
> *Canadian Advisory Council on the Status of Women*

> Discussion and negotiations should take place between employers, unions and governments . . . so that all workers may choose their own work schedules . . .
>
> . . . It may be advisable to study the American formula that appeals to the federal agencies to *create* part-time jobs at all levels of their structure.
>
> . . . all workers should be able, according to their needs, to transform their full-time jobs into part-time jobs for a certain length of time.
>
> *La Fédération des Femmes du Quebec*

> (Part-time work) should be included in a process of social change that would bring men and women to an equal division of housework, family responsibilities and remunerated jobs.
>
> *L'Association Féminine d'Education et d'Action Sociale*

c. Opposed to Part-time Work

Strong opposition to any expansion of part-time work came from only three women's organizations, the Quebec Council on the Status of Women, the New Brunswick Advisory Council on the Status of Women and Projet d'Intégration des Femmes de l'Outaouais Inc., of Hull.

A strong note of caution was also struck by the Canadian Advisory Council on the Status of Women which advised against any further growth of part-time work in both the public and private sectors until the government has corrected the disadvantages associated with it.

The strongest opposition came from the Quebec Council which in 1981 prepared a paper, entitled *Part-time Work: A Measure of Work Equality or Work Inequality*, in response to a Quebec government announcement that it planned to expand part-time work. The Council stated that it is radically opposed to the government's plan, and made the following recommendations:

- government should not only refrain from promoting this type of work, it should on the contrary, take the necessary legal measures to restrict part-time work to cases of strict necessity;
- part-time work should be strictly regulated so that all workers are entitled to the same wages, job security and fringe benefits as full-time workers doing the same work;
- employers should guarantee their employees a minimum and maximum number of hours of work per week;
- part-time should have priority of access to full-time positions.

(translation)

The Quebec Council also took the traditional union stand that rather than promote part-time work, hours of work for all workers should be reduced without loss of wages.

The New Brunswick Advisory Council, which said that encouragement of part-time work "would maintain the traditional sex segregation of work in the market place and work in the home," made the following recommendations:

- part-time work may be promoted, as a temporary measure, only in sectors of economic expansion, where skilled full-time workers are in short supply;
- part-time work may be promoted only when the Canada Labour Code and provincial employment standards codes have been reformed in the following ways:
  (a) equal pay for work of equal value; and
  (b) prorated fringe benefits for part-time workers.

One of the best rebuttals of those opposed to part-time work came in a brief from the Institute for the Study of Women at Mount St. Vincent University:

> The "work ethic" is still strongly engrained in the Canadian population to the extent that we continue to judge a person's worth very largely by their economic contributions to society. A short work week gives individuals the opportunity to take their place in the productive process, without this becoming a completely engulfing activity. An unbalanced life style where one's only option is to be almost exclusively committed to the labour force or to be almost entirely excluded from it, has negative consequences for the individual, the family, and society in general.

Réseau d'Action et D'Information pour les femmes made a similar point:

> We do not believe it is desirable to confine women in the ghetto of their homes by obstructing part-time work. Feminism does not try to standardize women's lives by modelling them on men's practices.

3. Why Women Choose Part-time Work

The myth that women are working merely for pin money, to buy a few little extras for themselves or their families, was firmly denounced in many briefs to the Commission. But, unfortunately, this myth is still believed by many employers, who use it to justify denying fringe benefits to women part-timers. (See Section E of this chapter.)

Nothing could be further from the truth, according to women's groups. Numerous studies have shown that the vast majority of women work in order to supplement their family income and that their salaries are an important part of that income. Nor could the Commission's research find evidence to support the pin money argument. Table 10, Chapter 3 of this report, shows that women, aged 25 to 44, who worked part-time contribute 25 per cent of their total family's income from wages and salaries, and those aged 45 to 64 contribute 23 per cent. At the same time, most of these women work only in part-time jobs and part-time jobs provide very low incomes.

The National Council of Welfare, in its 1979 report, *Women and Poverty,* estimated that if wives had no income, the number of families living below the poverty line would increase by 51 per cent. The Ontario Nurses Association told the Commission that 88 per cent of its part-time nurses have a responsibility towards the family mortgage payment, and that 42 per cent of their part-timers earn more than their spouse.

Part-time income is even more important to women in the Maritimes. The Institute for the Study of Women at Mount St. Vincent University said that 34 per cent of part-time workers in the Maritimes live in households where the 1978 total family income, excluding their own, did not exceed the Senate poverty standards. It is obvious that money earned by women part-time workers is not just pin money. It is essential to the maintenance of a household.

4. Major Issues Raised by Women's Groups

Women's groups, in their proposals for improving the situation of part-time workers, raised six major areas of concern:

- unionization
- child care
- equal pay
- fringe benefits
- pensions
- education and training

Each of these issues is discussed in the following sections.

a. Unionization of Part-time Workers

Women's organizations, without the benefit of the new statistics presented in Chapter 3 of this report, seemed to be well aware of the fact that part-time workers have been largely excluded from the collective bargaining process.

As Table 19 in Chapter 3 reveals, 15 per cent of part-time paid worker jobs are unionized compared to 35.2 per cent of full-time paid worker jobs. Table 6 shows that in the average month, 18 per cent of part-time employees in paid worker jobs were unionized, compared to 39.6 per cent of full-time employees in paid worker jobs. There are several reasons for this.

(1) Part-timers tend to work in industries in which even the full-time workers are not highly unionized, for example, the service industry and trades.

(2) In Ontario, the Ontario Labour Relations Board has limited the unionization of part-time workers by setting a policy that part-timers may be excluded from a bargaining unit at the request of either management or the union. The dividing line between full-time and part-time work was set by the Board at 24 hours per week in 1944 or 1945 when the normal work week was 48 hours. It has never been changed. As a result, the majority of part-time workers are effectively excluded from the benefits of union membership. In 1981, part-time workers averaged only 14.2 hours of work a week. Wendy Weeks, in a 1978 study[10] of part-time workers, found that they were mentioned in only 20 per cent of Ontario labour agreements and that 1.5 per cent of all Ontario contracts are for part-time workers only. In the view of the Ontario Status of Women Council, the Ontario Labour Relations Board ruling serves only to reinforce the peripheral status of part-time workers.

(3) The federal government, in its Public Service Staff Relations Act, excludes part-time workers who work less than one-third of regularly scheduled hours, or on a temporary basis for less than six months, from membership in the union.

(4) The union movement, until recent years, and

[10] Weeks, W. "Collective bargaining and part-time work in Ontario." *Relations Industrielles* 33 (1978):80-92.

in many cases even today, discouraged part-time workers from joining and showed little interest in organizing them.

The effects of these policies are clearly shown in Chapter 3, Diagram 22, and Tables 20 and 21, which compare the average hourly wages of union and non-union workers.

The Institute for the Study of Women describes how these policies affected the unionization of part-time workers in the Maritimes:

> Non-full-time employees in the Maritimes, as elsewhere, tend not to be incorporated in collective bargaining units. Thirty-five per cent of full-time workers are union members, while eleven per cent of part-time and seventeen per cent of seasonal workers are unionized. Although people have tended to attribute such findings to union hostility, job segregation appears to be the primary contributor in this instance. Eighty-one per cent of part-time and eighty-two per cent of seasonal staff are in work places where no union exists. Of the few part-time and seasonal workers who are employed in unionized work settings only the part-timers suffer from exclusion. Approximately half of the part-time staff in unionized work places were not members.

Recommendations regarding the importance of increased unionization of part-time workers were included in many briefs from women's organizations. Their two most important recommendations were that:

(1) All part-time employees should be integrated into the same collective bargaining unit as full-time employees doing the same work;

(2) Labour legislation should be introduced to facilitate the unionization of part-time workers, including a requirement that employers must supply names and addresses of all employees during certification drives.

b. Child Care

The shortage of affordable child care facilities across the country was cited by many women's organizations as one of the major factors influencing women to work part-time rather than full-time. It was their view that if adequate child care facilities were available, most women would become full-time participants in the work force. Only one women's organization expressed a different view.

> It must be remembered that part-time work is the preference of a great many workers — a genuine personal choice. It is often assumed that all women wish to work full-time . . . and it is only the lack of adequate day care that makes this impossible . . . (Council) is of the opinion that many women, even when they are free to work full-time will often freely choose part-time work and make the personal and financial sacrifice to give a greater part of their energies to family and community responsibility.
>
> *Montreal Council of Women*

(For other views and research findings on the relationship between availability of child care and choice of part-time work, see Section A of this chapter, and Chapter 3, Table 16.)

As a solution to the shortage of child care facilities, the Commission was told that many women take jobs in the trade and service occupations which offer part-time work during weekends and evenings. While such hours are not conducive to family life, they do make it possible for other family members to provide child care.

Women's organizations made the following recommendations regarding child care:

(1) That the federal and provincial governments cooperate to institute a Canada Child Care Act to ensure the adequate funding of a system of non-profit, affordable, accessible, high quality child care facilities responsive to the needs of parents and children across Canada.

(2) That employers provide child care facilities at the job site.

(3) That child care centres be expanded to serve the needs of part-time workers and shift workers.

c. Equal Pay

The fact that women earn an average of 58 cents for every dollar earned by men was considered to be a major reason behind their working part-time. Women's lower salary explains why, if one person in a household works part-time, that person is most likely to be the woman and not the man.

> For today's families, even presuming both potential wage earners believe in the sharing of family and household responsibilities, it makes no economic sense for the higher wage earner to remain home or work part-time. Until equal pay is a fact, decisions that many women make concerning working outside the home or working part-time will not be equitably made.
>
> *National Action Committee on the Status of Women (NAC)*

All of the women's groups favoured equal pay for part-time workers. NAC recommended that "the principle of equal pay for work of equal value be legislated in all Canadian jurisdictions where it does not exist, namely all provincial jurisdictions except Quebec."

d. Fringe Benefits

Like unions, women's organizations were unanimous in their support for prorated fringe benefits for both regular and casual part-time workers. They urged that legislation be introduced to make payment of such benefits mandatory if an employer provides them for his full-time workers.

The Quebec Council on the Status of Women went even further and recommended that part-time workers should receive some prorated benefits, such as holidays, sick leave and seniority, but that other benefits, such as life and disability insurance, and opportunities for training, should be provided in full to part-timers.

Other benefits proposed by women's organizations were:

- seniority accrual on same basis as full-time;
- overtime pay for hours worked beyond agreed upon scheduled hours.

The Montreal Council of Women reported that the support of their national organization for prorated fringe benefits dates back to 1977–78 when a national survey of member organizations revealed that 87.5 per cent were in favour of such benefits. (See Chapter 6 for a full discussion of fringe benefits.)

e. Pensions

Women's organizations were also unanimous in their belief that part-time workers should be allowed to participate in both public and private (employer sponsored) pension plans through the payment of prorated contributions.

One group also said that it believes the Canada/Quebec Pension Plan is the most equitable system for the accumulation of pension benefits for part-time workers. It suggested that the feasibility of lowering or eliminating the earnings requirement for part-time workers should be studied to see if it would, in the long term, improve the pension situation.

Another group recommended that the federal government should initiate a new form of pension calculation which would permit senior citizens to work part-time before and after their official retirement age. (See Chapter 5 for a full discussion of pensions.)

f. Education and Training

Several women's organizations which work in the field of education and training for women expressed concern that training programs should be available on a part-time basis to accommodate part-time workers or re-entry women with family responsibilities.

One group, the Canadian Council for Learning Opportunities for Women, also suggested that Canada Employment and Immigration should study the feasibility of part-time vocational training programs as a way of bridging the gap for people whose jobs are no longer needed in the work place. Incentives could be given to employers to retrain or upgrade such employees, rather than just phasing them out. Such training courses should offer flexible hours of training which coincide with children's school hours, and short, flexible up-dating courses on a part-time basis for re-entry women.

It was also suggested that private employers should make their training programs available to part-time workers.

The Society for Canadian Women in Science and Technology made several suggestions for part-time opportunities which would permit women to maintain activity in their scientific field, while at the same time permit them to participate in the early development of their children.

Among their suggestions were:

(1) public granting agencies, such as the National Science and Engineering Research Council and the Medical Research Council should make research fellowships available on a part-time basis;

(2) universities and technical institutions should be encouraged to establish a system of short refresher courses to update scientists returning to their field after an absence;

(3) all universities should establish part-time faculty appointments or shared faculty positions which would benefit not only women and men with family responsibilities, but also senior faculty members who wish to reduce commitments.

Commission Recommendations

In summary, the majority of women's organizations are in favour of expanding opportunities for part-time work because they see it as the best way for women to combine a career with home responsibilities. They emphasize, however, that part-time work must be taken out of the job ghettos in which it now exists and made available in all industries and at all levels of an organization. They also raised many of the same issues brought forward by unions, that is, that part-time workers must have better access to unionization, better child care facilities, equal pay, prorated fringe benefits and pensions, and opportunities for promotion and training.

The Commission's recommendations regarding these issues are included in Section G of Chapter 4.

D. Views of Older Workers

Three main issues were raised in the briefs and letters the Commission received from older workers. Their first and strongest concern was that the compulsory retirement age should be abolished. Second, they urged that new work options, such as part-time work, should be provided for older workers who want to remain in the work force. Third, they proposed that phased retirement should be seriously examined as a possible option for older workers.

While the Commission felt that it was beyond its terms of reference to conduct major research into these three issues, it did consult some of the Canadian literature on the subject, and data from the national surveys on employment. In addition, it commissioned Monica Townson to provide information on the phased retirement plan now operating in Sweden. This information has been combined with the views expressed in the briefs to the Commission to provide a brief overview of these three issues: compulsory retirement; new work options for older workers; and phased retirement. It should be noted that the discussion in this section is limited to active older workers.

1. Compulsory Retirement Age

The fact that many older workers are forced to retire at 60 or 65 was described in the brief from the National Advisory Council on Aging as "one of the major obstacles to improving the status of the elderly." As one of their members put it, "Losing a job has no more to do with age than with the colour of one's eyes; it should be related to performance." The Council emphasized that the long history of dependency to which older persons have been relegated must be ended and that senior citizens must be considered as "a functional, useful, integral part of Canadian society."

a. Why 65?

The first question their brief raised was, why was 65 chosen as the compulsory age for retirement?

Conventional wisdom has it that the origin of mandatory retirement at 65 originated in 1889 when Otto von Bismark was chancellor of the German Empire. Apparently he created what was probably the first national old age pension program, and faced with having to define old age, he settled on age 65. At the time, Bismark was 74, he was premier, foreign minister and minister of commerce, and the life expectancy for men was 42 and that of women 44 years!

In Canada, mandatory retirement at 65 is not based on law, but has become accepted as common practice over the past 30 years. It gradually evolved with the growth of government pension plans, such as the Old Age Pension and the Canada Pension Plan, both of which start paying retirement benefits at age 65. Private pension plans were developed to complement the government plans, and thus 65 became the mandatory retirement age for many organizations in both the public and private sector. It should be noted that this practice usually applies only to employees who work for large organizations which provide pension plans for their employees. Fifty-four per cent of the paid work force were covered by such plans in 1981.

Self-employed people, and many of those who work for small companies with no pension plans, often work well into their late sixties or early seventies. As Table 3, Chapter 3 shows, there were 186,000 Canadians over the age of 65 working either full or part-time in 1981. The economic contribution they are making to the country was described in a 1980 Conference Board of Canada study, *Mandatory Retirement Policy: A Human Rights Dilemma?*

> From taxation statistics it can be seen that for all persons over 65 years of age who returned income tax forms in 1976, 19.5 per cent of all income recorded was received from Wages and Salaries, Net Business or Professional Income, and Net Farming or Fishing Income. This was slightly less than the OAS pension payments for the same group in that year, which were 21.6 per cent of the total income of the group. It is evident that significant numbers of people who can continue working past the age of 65 are currently doing so to the benefit of the nation.

b. Psychological and Health Aspects

The psychological and health aspects of retirement have been described in many studies. They were well summarized in the 1979 Report of the Special Senate Committee on Retirement Age Policies, *Retirement Without Tears* (the Croll Report).

> The reaction of individuals to retirement is a highly personal one. Some people find that retirement is a relief from drudgery or boredom and a welcome chance to enjoy leisure or some new and attractive activity. Others find that they are at a loss when they no longer have the daily routine of working to sustain them. The change in their life may impose great stress on some people whose role as productive workers has been interrupted, often suddenly. They may feel that life has lost its meaning. In turn, this can lead to nervousness, apathy, irritability, headaches and other problems.
>
> The American Medical Association has stated its position clearly:

The sudden cessation of productive work and earning power often leads to physical and emotional illness and premature death.

The Canadian Medical Association is somewhat more guarded. In its testimony before (the Senate) Committee, it said:

There is some mythology in the concept of an emotional and physical state known as "the retirement syndrome" — apathy, depression and anxiety. Generalizations can be fallacious and it would be wrong to say that retirement automatically brings declining physical and mental health, yet there is the clinical evidence that some people do suffer symptoms directly connected to changes in pattern of life. There are statistics which suggest retirement is a major contributing factor in many psychological and physiological disorders.

On the other hand, Dr. George Maddox, Director of the Center for the Study of Aging and Human Development at Duke University says that the so-called trauma of retirement is "a myth without a shred of evidence to support it." There is thus no unanimity of view about the effects of retirement on the health of individuals. It is evident that a good many people retire because their health is poor and it is therefore not surprising that the incidence of illness among retired people is relatively high. It does seem reasonable to believe that, if people who are working cultivate interests and activities unconnected with their work, they are apt to make the transition from work to retirement without great difficulty. On the contrary, those who are wedded to their job, whose social life is bound up with their fellow workers and who have no outside interests may find that retirement leads to loneliness and a feeling of uselessness.

Some of the submissions to the Commission, and quotations from the literature on retirement describe the difficulties faced by retired people:

> We have conned a generation or more of people into the belief that retirement is a time of instant satisfaction — a new-found freedom from work and worry, a time of golden fulfilment, freedom for travel and all the other beautiful things. Because of this dream, this image we have created, we aim now for earlier and earlier retirement. This is a goal we seem to have set for ourselves. But I have grave doubts that this is the goal society should be seeking.
>
> It turns out, of course, in too many cases that expectations have been far too rosy and that the retirement years are a disappointment.
>
> *J. Wells Bentley, Pension Commissioner for Ontario, in Croll Commission Report*

> Retirement shock is not caused by retirement itself as much as it is caused by its suddenness; the fact that the individual is 100 per cent employed one day and 100 per cent unemployed the next.
>
> Partial retirement one, two or five years before normal retirement age and possibly extended to an equal number of years beyond, would reduce that shock by easing the individual gently into retirement and helping him develop gradually new interests to fill his leisure time.
>
> *V.S. Dolabjian, Quebec*

> To many, the abrupt cessation of the structure to their day and the status their occupation brings, is devastating.
>
> We hear of many who count the months, days and hours to retirement, and die before a full year has elapsed following retirement. If they had more hours to themselves while still employed, they would have time and funds to try out some new activities, cultivate interests and thus ease the transition into full-time leisure.
>
> *Nurse, British Columbia*

> I'd have to argue that mandatory retirement doesn't make sense. There are some people in jobs they want to get out of, and some people who have jobs they'd like to stay in. So there has to be flexibility on the subject. Business has to allow that flexibility based on performance. From a humanitarian point of view, a job is life to many people. They view their self-worth through what they do, and to suddenly retire them is very cruel.
>
> *Neil Charness, Ontario*[11]

A 1979 study by the Economic Council of Canada, *One in Three: Pensions for Canadians to 2030,* (p. 72), agrees that gradual retirement could help to solve some of the health aspects of retirement.

> From a medical and psychological point of view, a gradual reduction in work over a period of years is a sound approach to the problem of retirement. Perhaps retirement should no longer be thought of as a fixed point in time at which all work ceases, but rather as a time of gradual change from full-time work to full-time leisure, perhaps spread over a decade or more. This phasing-in period of leisure would enable the elderly to better equip themselves for the enjoyment of full-time retirement.

c. Financial Problems of Retirement

The "great pension debate" of the past ten years has concentrated national attention on the economic plight of many retired people, particularly women. The National Advisory Council on Aging summarized the problem in their brief to the Commission:

> The age of retirement is a period of crisis, or at least of difficult adjustment, for the individual in our society. Increasing concern is being expressed about the chaotic characteristics of pension plans, particu-

[11] "Should retirement be mandatory at 65?" *Windsor Star.* May, 1982.

larly private pensions; the unresolved question of universality of government pension (Old Age Security, and Guaranteed Income Supplement), and broadly, in these times of rapidly accelerating living costs, the need to maintain income levels for older people.

It is a simple fact that many if not most elderly people in Canada today, particularly those who are single, do not have sufficient resources to maintain an adequate standard of living; they are dependent on government pensions and are without any private means of support. This carries serious implications for a population that is rapidly aging, and makes imperative a solution to the actuarial problems that now beset pension systems in this country.

But even if pension plans are improved, financial columnist Dian Cohen (in *enRoute*. Montreal, September 1982) said that older people should plan to have additional sources of income, either from investments or from part-time employment after retirement.

Planning for the future must allow for the possibility of working longer. Even now, the legal retirement age is being raised, partly because inflation has eroded the purchasing power of non-indexed pensions and partly because people who are 60 or 65 no longer consider themselves old. So, in addition to staying at work longer, you may want to consider preparing for a second career while you are still engaged in your first. Futurists believe that formal retirement will cease to be the norm and older people in shared or part-time jobs will become more common.

d. Changing Attitudes

i. Public Attitudes – The public attitude to mandatory retirement at age 65 has undergone considerable change in the past ten to fifteen years. It is no longer accepted as the norm. Rather, it is being questioned in the courts and in the legislatures across the country. Three provinces, Quebec, Manitoba and New Brunswick, have already abolished mandatory retirement. It will be only a matter of a few years before the Canadian Charter of Rights, which is entrenched in the new Constitution, and provincial human rights legislation, all of which prohibit discrimination on the basis of age, are used to completely eliminate compulsory retirement.

It is already on shaky ground in Ontario, where a February 1982 decision of the Supreme Court of Canada ruled that the Ontario Human Rights Code takes precedence over collective agreements which specify a definite retirement age. In this case, involving two firemen from Etobicoke, the Court ruled that they could not be forced to retire at 60, despite the provision in their collective agreement that all firemen must retire at 60.

The difficulty with the Canadian Human Rights Act, which is being tested in a similar case involving two airline pilots who were forced to retire at 60, is that the federal Act says that mandatory retirement is not a discriminatory practice if "an individual's employment is terminated because that individual has reached the normal age of retirement for employees working in (similar positions)."

Changing attitudes of older workers towards retirement have sparked the changes in legislation that are occurring. Surveys of older workers in both Canada and the United States reveal that an increasing percentage of older workers do not want to retire at 65. The Conference Board study cites a U.S. survey which says:

A recent Louis Harris survey in the United States on attitudes towards retirement indicated that 51 per cent of employees surveyed responded that they would like to continue working beyond the normal retirement age of 65. Only 14 per cent of the respondents, however, would like to continue working full-time at their current job. Most of the others would prefer to work part-time for the same or a different employer . . . The main reason given for this desire to keep working was the perception that inflation is eroding the value of pensions and social security in the United States.[12]

A Canadian study by Health and Welfare Canada[13] found that 40 per cent of individuals 55 years and over who had worked full-time at some time after the age of 55 would prefer a part-time transitional pattern of retirement, that is a period of part-time work leading up to full retirement. Sixty per cent preferred to work full-time until retirement.

Other findings included:

- 20 per cent of men and 23 per cent of women who retired some time after the age of 45 worked part-time prior to retirement. About half of these men and women had retired because of poor health.
- A majority of retirees had had the transitional work pattern they preferred — be it a full-time or part-time transitional pattern. A minority, but a sizeable minority of one-quarter of the retired men and one-third of the retired women, did not have the transitional pattern they thought best, and most of these were people who would have preferred to work part-time instead of full-time prior to retirement.
- Active respondents were more likely than the

[12] "Americans Expect to Delay Retirement, Says Harris Survey, Reversing Trend; Inflation Seen as Prompting Change." *World of Work Report*, Volume 4, Number 4, April 1979.

[13] Health and Welfare Canada. *Retirement in Canada, 1977.*

retired to prefer a more gradual transition into retirement, (providing their pay remained the same). It might be, therefore, that the part-time transitional pattern will become more popular in the future.

- Of all of the part-time transitional patterns, the one most preferred by the active workers was working fewer days per week. Less popular was working fewer hours per day, and, working fewer weeks per year.
- At the time of the survey a very small number of retirees were either working or looking for work.

TABLE 6
Percentage of Retirees Working or Looking for Work in 1978

	Men (%)	Women (%)
Were not working or looking for work	89	93
Working:		
Under 15 hours per week	3	2
Over 15 yours per week	2	2
Looking for work:		
Part-time	4	2
Full-time	2	1
	100	100

Both the Canadian and U.S. surveys suggest a considerable interest in part-time work by older people. However, as Table 3 in Chapter 3 shows, only a small number of older workers were actually working part-time in 1981, a total of 111,000 aged 55 to 64 and 60,000 aged 65 and over. The significance of these numbers lies in the fact that fully one-third of people 65 and over who were working in 1981, were working part-time.

ii. Employer Attitudes - Employer attitudes to mandatory retirement have also been the subject of several studies, the most useful Canadian one being the Conference Board study of 1980. It reported that:

> Almost three-quarters of the employers who responded to the survey think that the number of employees retiring at ages less than 65 — the majority of all retirees — would not change if the mandatory retirement age were raised or eliminated. This is not surprising since most persons who retire early — before age 65 — do so because of poor health or because they have what they consider to be an adequate retirement income, with early retirement provisions, and prefer not to work.

The Conference Board also pointed out that over 70 per cent of employees who are approaching retirement age and who work for an employer with a mandatory retirement age have left the organization before they reached 65 and are therefore not subject to the mandatory retirement policy. The study they quoted showed that:

> Death, illness, layoffs, and early retirement will have taken over 70 per cent of the workers out of their jobs before their 65th year. Of each 100 employees currently aged 55 and working for an employer with a pension plan, the following will probably occur:[14]
>
> 15 will probably die before age 65;
> 50 will probably retire before age 65 (about 35 due to poor health and the remainder due to early retirement;
> 6 will probably be laid off and will not find another job;
> 25 will probably be compelled to retire at age 65; and
> 4 will probably work beyond their 65th birthday, i.e., they will not retire at age 65 although they may change jobs.
>
> Consequently, of 100 persons aged 55, a maximum of 29 could consider working past age 65 in the absence of a mandatory retirement policy. The number actually likely to do so would be much smaller. It is therefore apparent that the number of employees directly affected by a mandatory retirement policy is relatively small.

Despite the fact that the number of employees who might want to work past age 65 will be small, some employers and unions have expressed concern about abolishing mandatory retirement. These concerns and the opposing views are summarized in Table 7.

The two major concerns of employers were the difficulty of getting rid of an incompetent employee who wanted to stay on after age 65, and the problem of opening up job opportunities for younger workers. The first concern was addressed by the vice-president of personnel of a large United States firm which has had a flexible retirement policy since 1937. H.S. Page, of Polaroid Corporation, testifying in 1980 before the U.S. special Senate Committee on Aging, said:

> What we find is that the people who choose to stay beyond 65 are basically the people management would choose to have stay beyond 65 . . . I think I can't impress enough on people that if we just let the self-selection take its course, things seem to settle out just about right.

[14] These estimates from the Conference Board are based on returns from the Conference Board questionnaire; Health and Welfare Canada, "Retirement in Canada; Summary Report," Staff Working Paper 7604, December 1976, unpublished; and Statistics Canada, *Life Tables, Canada and Provinces 1970-1972*, Catalogue 84-532 occasional (Ottawa: Information Canada, 1974).

TABLE 7
Arguments For and Against Mandatory Retirement

For Mandatory Retirement	Against Mandatory Retirement
1. A single policy dictating retirement at a set age protects employees against unequal treatment by avoiding the pitfalls of individual-merit judgments.	Mandatory retirement based on age alone is contrary to equal employment opportunity. It denies individuals equal protection of the law.
2. As a group, older persons are less well-suited for some jobs than younger workers because of declining physical and mental capacity, inflexibility, and less education.	Chronological age alone as a basis for mandatory retirement does not take into consideration actual, differing abilities and capabilities. Studies demonstrate that many employees can continue to perform effectively beyond age 65 and may be better employees because of experience and job commitment.
3. Mandatory retirement saves face for the older worker no longer capable of performing, one who would otherwise be singled out for forced retirement.	Mandatory retirement has proven in many cases to result in impaired health and mental well-being to many capable of working adequately.
4. Older workers can often retire to Social Security and other retirement income, making jobs available to younger, unemployed workers who do not have other income potential.	Mandatory retirement can cause great economic hardship on older workers having financial obligations, as the average retirement income is less than half of work salary.
5. Mandatory retirement enables more opportunities for young workers to advance and aids companies in recruitment, retrenchment, and replacement and allows infusion of new ideas.	The declining birthrate will mean proportionately fewer younger workers and the need for older workers. Additionally, mandatory retirement causes a loss of skills and experience, resulting in a reduced national output.
6. It is more costly for employers to have an older worker on staff in terms of maintaining pension, health, and life insurance plans as well as salary levels.	Forced retirement causes an increased expense to government income-maintenance programs and pension programs. The declining birthrate will force a smaller labour force to support a larger retiree population.
7. Mandatory retirement provides opportunities and therefore aids in programs to promote women and minorities.	Studies have shown that the effect of legislation will be minimal. Additionally, women tend to enter the labour force later in life and need the extra years to gain pensions.

Source: James W. Walker and Harriet L. Lazer, *The End of Mandatory Retirement*. New York: John Wiley & Sons, Inc. 1978.

The effect that later retirement would have on employment opportunities for the young was discussed in several publications. The 1982 report of the Manitoba Commission on Compulsory Retirement said:

> A review of labour force growth and Canadian and U.S. studies supports a tentative conclusion that the youth element of the labour force would not be significantly affected in terms of job opportunities or advancement by abolition of the practice of mandatory retirement.

The Croll Commission concluded that:

> The general view was that the elimination of mandatory retirement would not increase significantly the labour force participation rates of the older population for the next few years. These rates have been declining over the past twenty-five years as more and more people have sought earlier retirement. Moreover, this trend has accelerated since the beginning of the 1970s. [Nearly 35] per cent of the male population aged 65 and over was in the labour force in 1953 compared to only 15.5 per cent in 1977 — a drop of almost 20 per cent in the twenty-four years. In the group aged 55 to 64 the participation rate similarly dropped appreciably from 84.2 per cent in 1970 to 76.6 per cent in 1977.
>
> Among females, the trend was somewhat different as the labour force participation rate of the group aged 65 and over increased slightly until 1965 when it reached 6.3 per cent, but declined thereafter to 4.2 per cent in 1977. In the group aged 55 to 64, there has been no discernible trend, reflecting on the one hand increased female participation in the labour force and on the other a trend towards earlier retirement.
>
> The elimination of mandatory retirement is unlikely to change this long-term decline immediately in labour force participation by older people. One major reason is the present high level of unemployment. As long as this unemployment persists, employers are unlikely to provide many new job opportunities for the older population. Another reason is that there are still many people in the working force who would probably like to retire early

if they had the financial means. If more generous retirement benefits were introduced these people would probably opt to leave the labour force.

However, the situation could change by the turn of the century, according to Gordon Fairweather, chairman of the Canadian Human Rights Commission. He believes that the declining birth rate will result in fewer younger workers and thus increase the demand for older workers.

iii. Union Attitudes – Unions, particularly those representing production-line workers, miners and others with dangerous or monotonous jobs, have been in the forefront in negotiating early retirement for their members. As a result, they are reluctant to see any changes in the mandatory retirement age. The Canadian Labour Congress has said that if a definite retirement age no longer existed, employers would be free to decide whether a worker is fit to continue. In agreeing to flexible retirement, the unions believe that they "would be abandoning the protection of their workers to the whim of employers."

e. Recommendations of the National Advisory Council on Aging

NACA, on the other hand, told the Commission that is has adopted as a basic principle the view that "there should be no legislated mandatory age of retirement; the age of retirement should be negotiable."

The Council reported that in preparation for their report to the World Assembly on Aging in 1982, they received 134 submissions, 57 of which supported the elimination of mandatory retirement and 26 of which supported the encouragement of part-time work for older workers.

The Advisory Council recommended that, "Any terms relating to mandatory retirement be negotiated in the work place, with recognition that a flexible system exist to provide employees with options."

It seems clear that given the influence of human rights legislation, and the changing attitudes of older workers, mandatory retirement will gradually disappear in Canada. The question then arises, what options for work will be open to older workers?

2. Work Options for Older Workers

It has been suggested that there are both social and economic benefits to be gained by increasing the work options open to older workers. The social benefits were discussed in the Croll Report.

> There is little doubt that the lot of retired people could be improved if their options were broader. One possibility is that retirement could be transformed into a gradual process so that the regular work load of those approaching retirement could taper off before full retirement. This would permit people to savour the pleasures of increased leisure and allow them to modify their style of living accordingly. Another possibility is the introduction of alternate periods of retirement and working. Then, of course, there is the option of continuing work beyond the time of normal retirement. These options are indicative of the need to give older people a wider range of choice and a greater understanding of the issues they are likely to face in retirement.

The Economic Council of Canada study discussed the economic benefits.

> By broadening employment opportunities and increasing the rate of activity among the aged population, the number of those completely dependent on retirement benefits would be reduced, and GNP could be at least slightly increased. Moreover, it may be that people are often enticed to retire without fully realizing the inadequacy of benefits or the irreversibility of their decision. Hence there is an increasing need for a change in the attitude of government and employers towards job opportunities for the elderly. A program enabling older workers to vary the number of hours worked would have important implications for firms. Some firms could adapt very easily, while others could not do so as readily because of the nature of their operations. The reduction in the number of hours worked could be in the form of shorter working days, shorter weeks, or even extended periods of leave from work. Sweden has an interesting program in which two older workers share one job, each working part of the week. The nature of the job would dictate how the reduction in working time should take place.
>
> Many members of occupational pension plans find it necessary to work at their present job on a full-time basis until they retire, in order to protect their accrued pension credits, even though, for health or other reasons, shorter working weeks or days, or less onerous work, would be preferable. There is a need for greater flexibility in designing pension plan formulas that would enable elderly workers to take advantage of more suitable employment and yet protect their accrued pension credits.

One of the individual submissions received by the Commission also pointed to the need for opening up choices for older workers:

> Many people who reach their 40s or 50s might be willing to trade income for time, however, if that were possible in our society. Too often, that choice is not available. Either they work full-time (or even compulsory overtime) and keep their job, or they drop the job, move to a lower income, and can no

longer afford to do the things they want, even though they have more leisure.

Member of Provincial Parliament, Ontario

a. Possible Options

There are many possible job options which could be adopted to provide a gradual phasing into retirement for older workers. Among them are part-time work, part-year work (e.g. to fill in during vacations), job sharing, shorter work weeks, extended vacations, sabbaticals, job redesign and job reassignment to less physically-demanding positions. Some U.S. companies, the U.S. federal public service and a few Canadian companies and institutions, such as universities, are experimenting with some of these options.

The Conference Board survey found that when employers were asked whether they have designed jobs specifically for workers over 65 years of age, approximately 14 per cent said that they had created either full or part-time jobs. In some cases they actually redesigned the jobs, introduced job sharing, or reduced working hours to help meet the needs of employees.

One of the more innovative programs is a trial retirement plan offered by Polaroid Corporation in the United States. Any employee who has reached the minimum age or years of service to qualify for early retirement can take time off for a three month "trial retirement." If it doesn't work out, he can have his old job back at his old pay rate. Another company offers "phased retirement." Employees in their last year with the company can start by substituting community volunteer work (at full pay) one day a week at first, up to four days at the end.[15]

In the U.S., companies such as Kellogg's, Travelers Insurance, John Deere and Sun Oil have introduced new work arrangements for older workers. In Canada, Imperial Oil has introduced a program which offered older workers the options of enhanced retirement, leave for a specific period, or regular part-time work. As a result:

684 employees requested enhanced retirement;
130 employees requested leave;
8 employees requested regular part-time.

However the major problem in introducing such plans is the effect on employee pension plans, which have been designed on the premise that all workers will work full-time until retirement. One of the individual briefs to the Commission addressed this problem:

> Lack of portability in most pension plans seriously penalizes employees who make a complete switch to a different job, while lack of inflation-protection seriously penalizes those who opt for early retirement. Thus, an option intended to be of mutual benefit to certain employees and to their employer becomes practically inoperative.
>
> Nevertheless, the reasons which prompted the introduction of an early retirement option are as valid today as the day the plans were proposed. With imaginative pension planning new alternatives could be conceived.
>
> *V.S. Dolabjian, Quebec*

b. Reasons for Not Hiring Older Workers

Two major problems arise in encouraging employers to keep older workers on staff, at least part-time. One is to overcome the myth that older workers are not as productive as younger workers and the second is to solve the problem of pension costs. The Conference Board study found that the majority of employers who responded found older workers as efficient and reliable as younger ones, but said that older workers were generally not hired because of the impact on pension costs to the employer. Both of these issues are discussed below.

On the issue of productivity of older workers, the Conference Board reported:

> A review of the opinions of employers regarding the efficiency of older workers revealed that 88 per cent believe older workers to be at least as efficient as younger workers. It was found that 77 per cent of employers believe that the efficiency of older workers, aged 55–65, generally is "about the same" as younger workers while 12 per cent think that "older workers are more efficient" than younger workers. Furthermore, 78 per cent of employers believe that the use of sick leave by their older workers is either about the same as or better than younger workers. There is, consequently, little support for the view that people in the retirement period are generally not able to perform satisfactorily, while many employers feel that older workers are more reliable than younger workers.

Their survey findings were supported in a submission from Charlotte Mathews, Ontario, who wanted to dispel stereotypes and myths about the aging worker. She provided information on United States research which found that:

[15] "Retiring on Trial Popular." *Ottawa Citizen*. October 9, 1982. 1982.

- Older workers performed as well as younger workers, if not better;[16]
- Workers over 45 tend to be more stable, have less absenteeism, greater punctuality and lower turnover rates;[17]
- Normal, healthy adults can expect to be efficient and effective learners well into old age;[18] [19]
- Meaningful use of leisure time will show cost-benefits in terms of better physical and mental health.[20]

Pension costs for older workers were considered to be the main reason that employers are reluctant to hire older workers, according to the Conference Board survey of employers. The view that pension costs are greater for older workers than for younger workers was reported by approximately 45 per cent of the respondents. The Conference Board report continued:

> [This view is reflected in] the fact that these extra business expenses produce a bias in favour of hiring younger workers. In addition to these added costs, the fear that older workers, with relatively short service with the new employer, will want to continue working past normal retirement age was mentioned by 32 per cent of respondents as the second most important reason for not hiring older workers, and is a factor related directly to the issue of mandatory retirement.

It would seem that this objection to hiring older workers will be more difficult to overcome than the productivity issue. In fact, it will probably not be overcome until changes are made to pension plans to allow for more flexible retirement planning.

c. Proposed Recommendations

The National Advisory Council on Aging made two recommendations in its brief to the Commission:

- Remunerative work opportunities appropriate for older workers should be developed by employers and (where applicable) in cooperation with unions.
- Research should be done into possible fields of work for older persons.

In addition, a recommendation from the Croll Report bears repeating here:

- Employers should introduce programs of graduate retirement such as, for example, longer annual holidays or shorter work weeks, for workers approaching the age of retirement.

3. Phased Retirement

The possibility of gradually phasing into retirement, rather than the abrupt end to working life which presently faces most workers, was suggested to the Commission in a significant number of briefs. Such a system now operates in Sweden where workers approaching retirement age are allowed to work part-time for a few years during which they receive a partial pension to supplement their part-time wages. To find out whether such a system could be introduced in Canada, the Commission retained Monica Townson, who was conducting the Commission's research on pensions for part-timers, to investigate Sweden's plan. This section is based on her research.

The Swedish partial pension scheme was introduced in 1976 and at the same time the normal retirement age was lowered to 65 from 67. The scheme allows a worker who has reached the age of 60 but is under 65 to reduce the number of hours worked and become eligible for part of the pension paid through the public system (equivalent to CPP/QPP and OAS combined). At age 65, retirement is mandatory and the partial pension is no longer available.

The rationale behind the program was to increase retirement options available to older workers; to ease the transition from work to retirement which can prove traumatic for some workers; and to help offset the possibility of health problems which may be more frequent after the age of 60.

In order to qualify for a partial pension, a worker must agree to reduce working hours by an average of at least five hours a week, but working hours in part-time employment must average at least 17 hours a week. Other basic qualifications are at least ten years work after the age of 45, coupled with gainful employment for at least five out of the past 12 months. Special rules apply to self-employed and free-lance workers.

Until January 1981, workers who qualified for partial pensions were entitled to receive 65 per cent of earnings lost as a result of switching from full-time

---

[16] Riley and Foner. *Aging and Society: An inventory of research findings.* New York: Russell Sage Foundation, 1968, Vol. 1.

[17] U.S. Department of Labor. *An Older Worker's Adjustment to Labour Market Practices.* Washington, D.C., 1956.

[18] Bell, Daniel. "Communications Technology — For Better or For Worse." *Harvard Business Review* (May/June, 1979).

[19] Cross, K.P. *Adults as Learners.* San Francisco: Jossey-Bass, 1981, p. 161.

[20] Maddox. *Middle Age and Aging.* Editor, Neugarten. Chicago: University of Chicago Press, 1968, pp. 357-65.

to part-time employment. A Retrenchment Bill, introduced by the Swedish government, reduced the level of compensation to 50 per cent for partial pensions granted after January 1, 1981. It is estimated[21] that once tax implications are taken into account, total net earnings (that is partial pension and half pay, both after taxes) in the commonest income brackets now amount to between 80 per cent and 85 per cent of net earnings before the reduction in working hours. . . .

As of May 1981, about 30 per cent of those eligible for the partial pension were taking advantage of the program. Almost 40 per cent of male employees between the ages of 60 and 65 were receiving partial pension and in some work places and municipalities more than 50 per cent of those eligible for partial pension were receiving it.

It is expected that the reduction in benefit levels from 65 per cent to 50 per cent will result in fewer applications for partial pension because many workers will feel unable to afford to work part-time.

Data on the Swedish program since its inception indicate a significant reduction in applications for partial pension since the 1981 changes.

TABLE 8
Partial Pensions in Sweden

Year	Number of applications received during year	Number of partial pensions in pay in December	Women as % of total recipients	Number of recipients as % of those eligible for partial pension
1976	20,442	14,560	30	7
1977	21,445	31,509	30	12
1978	19,621	41,913	30	16
1979	21,614	48,654	31	22
1980	37,408	67,837	31	27
1981	14,026	64,641	33	24

Source: Table supplied by Swedish Embassy, Ottawa

Would phased retirement work in Canada? There is considerable evidence that older workers would be interested in the possibility of part-time work if part-time earnings could be supplemented by pro-rated pension income. In one particular survey[22] seventy-five per cent of older workers were in favour of such an option.

If the interest in phased retirement created a demand for more part-time work for older people, it would raise several issues for both private and public pension plans. If a worker has been contributing to an employer-sponsored pension plan during full-time employment, will contributions continue to be made during the part-time "phased retirement" period? Could the worker start receiving part of the pension benefit during this period?

Many pension plans explicitly forbid continued employment in the same organization or even in the same industry once an employee reaches retirement age.[23] Changes in plan design might be necessary to accommodate a phased retirement program where workers might start receiving pension benefits while phasing into retirement through part-time work.

Phased retirement would definitely require changes to existing pension plans, as one intervenor pointed out at the Halifax hearings.

> Teachers' pensions are based on your average salary over your best five years which are usually your last five years. . . .
>
> If in your last five years, you've been counselled by your superintendent to work part-time, because your energy level isn't as high as it used to be or for whatever reason . . . and you accept this as we had one teacher do, finding out to her horror that her last five years at half salary would have a disastrous effect on the pension that she would be paid.
>
> *Jack MacKinnon, New Brunswick Teachers' Association, oral testimony at Halifax hearing*

Some plans already make provision for workers who have been employed on a full-time basis to phase into retirement by working part-time while continuing to contribute to the pension plan. The plans of some universities which allow for "reduced appointments" are examples of this kind of accommodation.

The usual arrangement under this type of scheme is to allow the employee working reduced hours to continue pension plan contributions, often based on a full-time salary. The problem with this approach for low-income workers is discussed in Chapter 6. It should be pointed out that this type of scheme allows the worker to continue pension plan contributions and thus to maintain pension credits without any penalty for

[21] Goran Crona. "Partial Retirement in Sweden," paper presented at the XII International Congress of Gerontology in Hamburg, Federal Republic of Germany, July 1981.

[22] Copperman, Lois F. Keast, Fred D. and Montgomery, Douglas G. "Older workers and part-time work schedules." *Personnel Administration*. October, 1981.

[23] Shkop, Yitzchak M. and Shkop, Esther M. "Job Modification as an Alternative to Retirement." *Personnel Journal*. July 1982.

moving from full-time work to part-time work. It does not offer any pension benefit to offset the lower salary involved in changing to part-time employment. This, in fact, is what phased retirement programs such as that in operation in Sweden are designed to accomplish.

If the Canadian government wished to encourage flexible retirement options in this way, then changes would have to be made to the CPP/QPP to permit the payment of a partial pension. As with any other changes to the CPP, this would require the approval of two-thirds of the provinces having two-thirds of the population.

Commission Recommendations

In summary, older workers told the Commission that their three main concerns are the abolition of mandatory retirement, the encouragement of work options, such as part-time, for older workers, and the possibility of introducing phased retirement to replace the abrupt retirement that most older workers now face at age 65.

The Commission's recommendations on these issues are included in Section G, of Chapter 4.

E. Employer Attitudes to Part-time Work

1. Characteristics of the Part-time Workplace (as described by Employers)

Briefs from employer associations provided the Commission with invaluable information on the use of part-time workers in various industries. While the Commission had access through Statistics Canada to data on part-time workers and their occupations, there was little information available on exactly how and why part-timers are utilised in each industry. This section, which is based on information from employer briefs, describes some of the characteristics of the industries which employ part-time workers.

a. Retailing

The largest employers of part-time workers are retail stores, both large and small. More than 1.4 million people, one in every eight people in the labour force, work in retailing. After manufacturing, retailing is the second largest single source of employment in Canada.

The Retail Council of Canada, which represents companies doing 65 per cent of Canada's merchandising store business, estimates that there are 183,000 retail outlets in Canada. A large percentage of them are small retailers. All of them, both large and small, employ roughly equivalent numbers of full and part-time workers, although the full-time workers account for a much larger proportion of the hours worked.

The part-timers usually work in first line jobs as sales clerks, but a minority are also employed in skilled and semi-skilled jobs, in office, clerical, data processing, warehouse and delivery. They normally work less than 24 hours per week, with 12 to 18 hours as the most common number.

Retailers are major users of part-time workers for two reasons:

- Retail stores operate for long hours, with many retailers open between 60 and 72 hours per week;
- Retailing involves widely varying rates of activity which vary from season to season, month to month, week to week, day to day and even hour to hour.

> The business done in a department store on the last Saturday before Christmas may be five times its average daily volume. Suburban stores may do 40 per cent of their business between the hours of 6:00 and 9:30 p.m. on each of Wednesday, Thursday and Friday, while downtown stores likely do a similar amount of their weekly volume between the hours of 11:00 and 3:00. Typically, grocery stores do only 30 per cent of their business in the first three days of the week, with the balance being concentrated in the latter half. On Thursdays and Fridays, grocery stores perform a disproportionate share of their business between the hours of 4:00 to 9:00 p.m. These patterns can vary by community, depending on its size, the ethnic mix of the inhabitants, the work patterns of major local industries, etc.
>
> *Retail Council of Canada*

b. Tourism, Hotels and Food Service

The tourism industry, which represents not only accommodation and food services, but also transportation, attractions, and tours, employs part-time workers for the same reasons as retailers. Tourist establishments are open to the public for long hours, including weekends, and they also experience peaks and valleys in the demand for their services.

The industry, which is highly labour intensive, employs 1.5 million people, or 9.8 per cent of the labour force, in over 100,000 enterprises, mostly small businesses. One-third, or 500,000 jobs are part-time.

The food service sector of the industry employs one-half, or 250,000 of those part-timers in approximately 50,000 food service outlets, again mostly small businesses. Food services, which since 1961 has had the highest rate of employment growth of any major industry segment in Canada, has been responsible for a major share of the growth of part-time work.

The Canadian Restaurant and Food Services Association pointed out that its industry sector plays an important role in providing jobs for people who would otherwise experience difficulty in finding employment, for example: students, with little or no job experience; minority group individuals who are often employed in ethnic restaurants; immigrants with low skill levels; and women, who occupy 52.6 per cent of jobs in the food services and accommodation industry.

In the tourism industry as a whole, the types of work done by part-timers is extremely varied.

> Part-time workers staff seasonal operations such as resorts . . . They complement full-time staff in restaurants and hotel banquet facilities at peak times and as required on a casual or regular part-time basis. They fill the gaps during high demand periods for the operators of transportation, attractions, travel agencies, tour operators and all other elements of the tourism business.
>
> *Tourism Industry Association of Canada*

The most common weekly hours for food service workers is from 10 to 18 per week, usually over the busy lunch or dinner periods.

c. Health care

The Canadian Hospital Association, a federation representing hospital associations in 10 provinces and the Northwest Territories, explained the growth of the health care industry and its need for part-time workers.

> Since World War II and the advent of new technology and new drugs, health care has become one of the largest industries . . . and now ranks as the fourth largest service industry in Canada. It is labour intensive, employing nearly half a million workers in more than 70 different job classifications from the most sophisticated and educated professionals to the lowest job category. It operates 1,400 health care institutions of different categories from short acute to long-term care.
>
> *Canadian Hospital Association*

The increasing reliance on part-time workers in health care is the result of several factors, first:

> (Hospital) care must be provided on a continuing basis . . . twenty-four hours per day, seven days per week. While there are various activities that are performed on a five-day-per-week basis . . . direct patient care and related services must be provided on a continuous basis. In order to properly staff these continuous activities and, at the same time, provide full-time employees with reasonable shift-scheduling arrangements and necessary time-off, hospitals find it essential to utilize significant numbers of part-time workers. In addition . . . it is necessary to replace full-time staff during periods of illness, vacation and other forms of leaves of absence and to supplement full-time staff during periods of abnormally high activity.
>
> *Ontario Hospital Association*

A second major problem in health manpower is a recurrent shortage of nurses, which the Association said occurs in three to four-year cycles and affects different regions of the country at different times. It is becoming increasingly difficult to recruit nurses, for two reasons. Students are enrolling in other professional courses which are less demanding, and immigration can no longer fill the need. As a result of these shortages, hospitals are turning to new patterns of work, such as part-time, in the hopes of persuading former full-time nurses to return to work.

d. Banking and insurance

Part-time employment has become a significant and growing phenomenon in the banking industry. The Canadian Bankers' Association, which based its brief on information collected from five major chartered banks, estimated that part-time positions have shown a growth rate of 15 per cent compared to a two per cent growth in full-time positions between 1981 and 1982. In 1982 there were 133,500 full-time jobs and 15,000 part-time jobs in Canadian banking. Part-time workers comprised about five per cent of the total employment of the chartered banks.

Moreover, the Association believes that there is potential for even further expansion of part-time employment in the banking industry, not through displacement of full-time staff, but through the continuing growth of the industry and new customer demands.

Most part-time bank employees are married women, followed by students, and to a minor degree by people who are retired or moonlighting. Their work schedule involves great diversity, but most work either part days, or full days for part of the week.

The Insurance Bureau of Canada reported that the insurance industry has five per cent of its employees working part-time. They are needed mostly because of seasonal fluctuations in work. During the past year there has been a marked increase in the number of part-timers as well as in their ratio to full-timers. This has occurred as a result of the recession, and because of the need to streamline and improve the efficiency of operations.

e. Manufacturing

The Canadian Manufacturers' Association estimated that out of a total work force of 1,980,000 employed in manufacturing, 78,000, or about four per cent, work part-time. At present, part-timers are used primarily to handle seasonal peaks in production levels and as vacation relief during the summer, but the Association sees a potential for future expansion of part-time work in the industry.

Manufacturers use part-timers less than the service industry does for some or all of the following reasons:

- some employers consider them more expensive than full-time help;
- some companies attempt to stabilize their production so as to avoid the peaks and valleys which require part-time help;
- full-time workers in manufacturing prefer to work overtime rather than have the company employ part-time workers;
- some unions do not permit part-time workers;
- some companies consider the training and

administrative costs of part-timers to be too expensive.

f. Municipal government

While part-time workers account for only a small percentage of the total staff of Canadian municipalities, they have for many years been a very necessary element in the provision of a wide range of services to the public. The Federation of Canadian Municipalities which represents municipalities of all sizes across Canada said that the use of part-timers varies considerably from one community to another, but that they are used basically to level peaks in demand for labour and to deliver services.

Among the services which part-timers provide are park maintenance, snow removal, recreation supervision, extended hours in libraries, and special skills for recreation or leisure programs.

Most part-time municipal workers in large municipalities are members of collective bargaining units, most often the Canadian Union of Public Employees.

g. Transportation

i. Urban transit – Of all the industries which presented briefs to the Commission, transportation was the one that made the least use of part-time workers, but at the same time appeared to be the most interested in hiring them.

Urban transit commissions have been attempting for several years to hire part-time bus operators but have been opposed by their unions in every major city except Edmonton, where the union agreed in 1982 to allow the hiring of some part-timers on a trial basis.

The use of part-time labour is seen by the Canadian Urban Tansit Association as an important solution to the increasing costs of providing transit services. The problem, a familiar one, is that most transit ridership occurs during the peak rush hours in the morning and late afternoon and that manpower and equipment used during these periods is under-utilized during the rest of the day.

During 1981, Canadian transit systems operated 10,330 vehicles during peak periods, compared to only 5,178, or approximately half as many, in the off-peak hours. They were operated by 20,050 full-time operators, 60 per cent of whom work on split shifts and are away from home up to 15 hours per day.

The Association estimates that operating personnel payroll costs, which account for 50 per cent of all operating costs, could be reduced by from three to eight per cent with the introduction of part-time operators.

ii. Trucking – Part-time workers make up a relatively small proportion of the total number of employees in the trucking industry but their use is often critical to the success or failure of a trucking firm, according to the Ontario Trucking Association. The use of part-timers varies in different segments of the trucking industry, with general freight carriers and movers making the greatest use of them, while specialized carriers, such as automobile haulers rarely employ part-time workers.

Trucking firms use part-timers to meet peak demand periods, to fill work schedules which are not suitable for full-time, to try out potential full-time employees, and to replace regular employees on sick leave. The part-timers include truck drivers, dock workers, casual helpers on moving trucks and clerical positions, such as rate clerks.

iii. Railways – The Railway Association of Canada which represents 23 member railroads employing 110,000 people reported that part-time employment is virtually non-existent in their industry. This situation has resulted from the fact that 85 per cent of rail employees are covered by collective agreements which provide for nothing less than a basic eight hour day.

Part-timers, such as express guards, trucking and investigation staff, are used only in special situations, and are covered by letters of understanding with the union. Before agreeing to these few part-timers, the unions required assurance that part-time workers would not be used to replace full-time unionized workers nor would part-time assignments be designed to release full-time employees.

h. Temporary Help Service Firms

The Canadian Association of Temporary Services told the Commission that the commonly-held view that its members' employees are part-time workers is erroneous. The Association, whose member firms account for approximately 80 per cent of the business activity of the temporary help service industry in Canada, explained that:

> . . . there is a definite distincton between temporary work and part-time work . . .
>
> Temporary work means the full-time performance of a task, althought it is of a limited duration. The employee of the temporary help service firm normally works full-time until the assignment has been completed;
>
> Part-time work is usually of unlimited duration,

but on a less than full-time basis, with hours that could vary from week to week.

The Association defined a temporary help service firm as "an independent organization engaged in the business of providing its own employees to perform work on an hourly basis, for its customers — usually at the customer's place of business and usually of a short-term nature." They operate in much the same way as other service firms such as plumbers, accountants or consultants, with the firm assuming all the obligations and responsibilities of an employer throughout the employment period.

The relationship between a temporary help service firm and its customers is that of supplier-purchaser. The temporary help service firm assigns its employees to customers on a temporary basis in accordance with the customer's needs. Customers are charged on an hourly basis.

Businesses use temporary workers in emergencies created by absentees, vacations and changing production schedules, skill shortages, seasonal work-load fluctuations, unanticipated workflow patterns, and special projects. In these situations, it is cost-effective for businesses to use temporary help services rather than incur all of the recruitment and retention costs associated with hiring permanent employees.

Virtually any type of temporary help is available, including office, accounting, data processing, health care, technical, engineering, professional, executive and various trades. Most of their staff are recruited from among re-entry women who are returning to the work force after raising a family, young people with little or no work experience, people interested in different work experiences, and those people who have been temporarily displaced from the permanent job market.

2. Views of Employer Associations

The attitudes of employers towards part-time workers tended to vary, not unlike those of unions, according to their experience with part-time workers. The employer associations representing industries which employed a large percentage of part-time workers were unanimous in their view that part-timers provide a flexible work force that is essential to the efficient operation of their organizations. They also agreed that the productivity of part-time workers is as good, if not better, than full-time workers. And finally, they all predicted that the use of part-time workers will continue to increase in the future, not only in industries which already employ them, but also in industries which are presently using few, if any, part-timers.

On the issue of remuneration, the majority told the Commission that they pay their part-time workers at the same rate of pay as their full-timers. A few reported that they pay part-timers less than full-timers, in some cases with the approval or support of the unions concerned.

The payment of fringe benefits to part-timers tended to divide the employer associations into three distinct groups. The associations representing employers who were unionized, tended to accept the payment of fringe benefits to part-timers as a necessary part of their salary costs, but were opposed to any compulsory legislation regarding benefits. The second group of employer associations, representing non-unionized employers, most of whom were not paying fringe benefits to their part-time workers, were totally opposed to any legislation which would force them to do so.

A third group of employers were in industries which hired few, if any, part-time workers, because they were prohibited from doing so by union agreements. This group was interested in hiring part-timers, and one association recommended that legislation should be introduced which would give employers the authority to hire part-time workers, as long as existing jobs were preserved.

All employer groups were unalterably opposed to any government legislation which would in any way control or restrict their use of part-time employees, or which would make fringe benefits mandatory.

a. Use of Part-time Workers

The majority of employer associations which presented briefs reported that from four per cent to 50 per cent of their total work force are part-time workers. However, the total number of hours worked by the part-timers is much less than that of the full-timers.

Employers use part-timers primarily to staff for peak periods or long hours, such as night shopping in retail stores or the 24-hour-a-day operation of hospitals.

> Business would be hard pressed to try to solve the problems [of peak loads, evening, weekend and seasonal staffing, specialized skills and vacation relief] with only full-time employees.
>
> *Winnipeg Chamber of Commerce*

Other reasons for hiring part-time workers were given by one of the companies which presented a brief, NOVA an Alberta Corporation. NOVA said that it hires up to 10 per cent part-timers as part of its

overall employment strategy. This practice is beneficial to NOVA as it attracts students as potential full-time employees, retains skills of former full-time employees who prefer to work part-time, develops a bank of skilled part-timers to help with peak loads or during absences of full-timers and provides a source of full-time employees for later use.

b. Trends in Part-time Employment

The majority of employer associations are convinced that part-time work is here to stay and that it will continue to grow. Most of them, with the exception of retailing where 50 per cent of its workers are already part-timers, reported a marked increase in their part-time employees during the past few years. The ratio of part-timers to full-timers has also increased. Even the Canadian Manufacturer's Association, whose members have only four per cent of their workers in part-time employment, believes there is considerable potential for the expansion of part-time employment in manufacturing.

The Canadian Bankers' Association is of the opinion that regular part-time employment, which represents five per cent of the workforce of the five major Canadian chartered banks, is a significant and growing phenomenon in the banking industry. The use of part-timers within banks has grown due to customer demand for extended hours of service, growth of their industry, and a greater appreciation by management of the efficiencies of using part-timers in peak periods.

The Association was unable to provide data on casual and temporary employees because this information is generally maintained at the branch level and could not be readily obtained.

The growth of part-time work has also been influenced by the changing attitudes of the work force. The Canadian Hospital Association, whose member hospitals have approximately 40 per cent of their employees working part-time, believes that:

> Different social values are now being promoted and accepted by the population in general. Hospitals, as employers, should recognize the fact that employees' work ethics are changing and that employees are not prepared to work in the same pattern as workers or professionals did 25 years ago. It is becoming more difficult for health care institutions to employ people to work shifts, weekends or holidays.
>
> To cope with these societal changes, health care institutions are introducing more flexible management — a less rigid working pattern . . . It is evident that more people will want to work part-time, and hospital organizations will have to adapt to this situation.

As an example of that adaptation, the B.C. Hospital Association is encouraging its member hospitals to offer opportunities for job sharing, shift rotations, and flexibility in trading shifts to nurses who no longer want to work full-time. They predicted that if the work week is reduced to 35 hours in the future, the requirements for part-time workers will escalate further in the health care field.

Interest in part-time work is not confined to women and students, who now make up the majority of part-time workers. The City of Toronto reported that a 1975 survey of city staff revealed that 12 per cent of the men and 29 per cent of the women were interested in working part-time at some time in their work life. Younger managers and those in creative functions were found to be more positive toward part-time and several managers indicated their own interest in part-time employment for a period of their career.

Another prediction, made by the Federation of Canadian Municipalities, was that unionization of part-time workers will continue, if not accelerate.

While all employer associations agreed that part-time work is increasing, they were unanimous in their view that its growth would be seriously undermined if government intervention increased costs by forcing employers to pay prorated fringe benefits to part-time workers. A small minority of employer groups, notably in health care and the municipal field, predicted that the voluntary inclusion of part-timers in fringe benefit packages will be a coming trend.

c. Productivity of Part-time Workers

Employer associations, when questioned about the productivity of their part-time employees, were almost unanimous in their view that part-time workers are just as productive on an hourly basis, if not more productive than full-time workers.

> Part-time employees frequently bring just as much enthusiasm and energy to their task as do their full-time equivalents.
>
> *Retail Council of Canada*

> The absenteeism of the part-time worker and even the turnover . . . is less than the full-time worker . . .
>
> *Canadian Bankers' Association*

Their opinions were supported by a survey of employer views on the productivity of part-time workers which was done in the United States in 1978. This survey of 68 firms revealed that 62 per cent of the employers considered the productivity of their part-time workers equal to that of full-timers and

an additional 26 per cent considered part-timers more productive.[24]

d. Remuneration

The majority of employer associations — those representing retailers, banking, health care institutions and municipal governments — told the Commission that their part-time employees are paid at the same rate of pay as full-time employees.

> . . . most major employers [in retailing] have stringent fair employment and compensation policies which aim to ensure that their employees are paid rates which reflect the level of responsibility for the job as well as a competitive rate in the community. These rate setting mechanisms are as applicable to part-time employment as they are to full-time employment.
>
> *Retail Council of Canada*

The employer associations which said that they pay part-time workers less than full-time rates gave several reasons, the major one being the stereotyped view that part-timers are secondary wage earners or moonlighters who do not need the same pay as full-timers. Some employer associations said that unions in some industries either support, or actually promote this practice.

> . . . comparisons between part-time and full-time are inappropriate as each category of employment is influenced by different worker aspirations . . . It can be argued that full-time workers should be rewarded a premium because they constitute a more stable work force, and are therefore less expensive to employ. This is not discrimination against part-time workers, but is rather a reward system for full-time workers.
>
> *Downtown Vancouver Association et al*

> The unions representing the employees recognize the different status of part-time workers and generally accept that lower rates and lesser benefits are quite adequate for the part-time workers' needs. For example, one unionized member pays 87 per cent of the full-time employees' rate for a part-time worker.[25]
>
> *Industrial Cartage Association of Metro Toronto*

> Contractual conditions of negotiated labour agreements often provide for lower wage scales for part-time staff. Students are also paid less, usually under provincial legislation.
>
> *Retail Council of Canada*

All of the employer associations, even those which said they are providing equal pay for their part-time workers, are opposed to any extension of legislation which would make equal pay mandatory for part-time workers.

> Government should be careful not to put roadblocks in the way of part-time work . . . We believe that imposing additional costs on employers is not in the best interests of individuals wishing to work part-time. Some jobs will disappear if their costs are too high in relation to the cost of full-time employment. Governments must avoid making part-time employment unattractive from the employer's standpoint, as this will result in fewer part-time jobs.
>
> *Canadian Manufacturers Association*

e. Fringe benefits

i. Present policies – The majority of employer associations which presented briefs reported that they do not pay fringe benefits — other than mandatory benefits such as CPP, UIC and four per cent holiday pay — to their part-time workers. Those employers which do pay benefits tend to be in the public sector, such as health care facilities and municipal governments. Private employers in the insurance industry and NOVA an Alberta Corporation also said that they pay benefits to regular part-time workers.

Employers appear to use at least three different methods of paying benefits:

- full benefits on the same basis as full-time employees;
- prorated benefits based on number of hours worked;
- cash in lieu of benefits.

The Ontario Health Association, for example, said its member hospitals pay regular part-time nurses an extra 14 per cent of salary as cash in lieu of fringe benefits. Other hospital workers receive 10 per cent in lieu. The B.C. Hospital Association said its hospitals pay regular part-timers all benefits (medical, extended health, dental, disability and life insurance) on the same basis as full-time employees, not on a prorated basis. It is therefore more expensive on a per hour basis for them to employ part-time workers. Casual part-timers are not included in these plans in either province.

Municipal governments in larger centres, where most of their employees are members of CUPE, are now beginning to pay fringe benefits on a prorated

---

[24] Nollen, S.D.; Eddy, B.C.; and Martin, V.H. *Permanent Part-time Employment: the manager's perspective.* New York: Praeger, 1978.

[25] This attitude is discussed in more detail in Section D of this Chapter, Union Views on Part-time Work.

basis to part-time employees. Smaller municipalities which are not unionized usually do not. The City of Toronto has been paying prorated fringe benefits to its part-time employees since 1981, but said it makes little use of permanent part-time workers.

The Canadian Manufacturers' Association, whose members employ about four per cent of the work force as part-timers, said that there is considerable variation in companies' policies on fringe benefits. Some pay full benefits, some prorated, and others pay no benefits at all.

The B.C. division of the Insurance Bureau of Canada, where five per cent of its 10,000 employees in B.C. are part-timers, reported that permanent part-time workers, those working over 20 hours per week, receive most of the fringe benefits of full-timers, but on a prorated basis. NOVA said that it pays full fringe benefits to permanent part-time employees who work half-time or more and that temporary part-timers get some benefits.

> Though the Corporation's cost of employee benefits for permanent part-time workers is proportionately higher than the cost for full-time staff, this is a small price to pay for a well-rounded strategy.
>
> *NOVA an Alberta Corporation, Edmonton*

ii. Views on prorating fringe benefits – With the exception of employers in health care and municipal government who are already paying benefits to part-time workers, most employer associations were totally opposed to a policy of equal benefits for part-timers. Their opposition was based on five main reasons.

First, many employers, particularly those in small companies, cannot afford to provide pension plans or fringe benefits for their full-time workers, let alone part-time workers. In 1981, employer-sponsored pension plans covered only 47 per cent of all employed paid workers. (See Chapter 5, Table 1.) No recent figures are available on the percentage of all workers covered by fringe benefits (other than compulsory benefits), but Reid and Swartz quoted a 1972 survey which showed it to be 20 per cent for all employees in the work force, 21.6 for full-time employees and 9.3 per cent for part-time employees.[26]

Second, the high turnover rate which employers perceive as being characteristic of part-time workers would, they believe, make the administrative costs of providing fringe benefits prohibitive.

Third, the increased labour costs involved in paying fringe benefits would force employers to reduce the number of part-timers they employ or to reduce their hours of work. Competition in the market place would allow only a partial transmission of the costs to customers in increased prices.

> The banking industry does not favour the introduction of a compulsory scheme for prorating benefits. We anticipate that such a scheme would be both difficult and costly to administer, given the diversity and complexity of benefit plans and the variety of part-time working arrangements which exist . . .
>
> In our view, benefits for both full and part-time employees should be established through the workings of the market place, and in a unionized environment, through the collective bargaining process. . .a legislated requirement to prorate benefits would have a disproportionate impact on those employers currently providing generous benefit packages for full-time employees.
>
> *Canadian Bankers' Association*

A more positive view on fringe benefits was taken by B.C. Transit, which said that if it could persuade its union to accept the use of part-time bus drivers to replace overtime shifts, "there were definite cost savings . . . present, even if there was some proration [of benefits]."[27]

The fourth objection to fringe benefits was based on the belief that part-time workers would object to contributing to plans which would reduce their take-home pay. The Canadian Association of Temporary Services told the Commission that a survey of its members firms' employees, who normally receive only mandatory benefits, revealed that less than five per cent of the respondents were concerned about the lack of fringe benefits. Another association said:

> We emphasize that part-time workers, largely students and homemakers, are more interested in immediate income than in benefits which may be ultimately derived from pension plans, life insurance and unemployment insurance. Students view their present employment status as being very temporary while many homemakers work to supplement family income . . .
>
> We believe that a majority of part-time workers would resent any enactment of legislation of further benefits that would reduce their take-home pay.
>
> *Canadian Chamber of Commerce*

Fifth, employers believe that part-time employees do not need fringe benefits since they are usually

[26] Reid, Frank, and Swartz, Gerald. *Prorating Fringe Benefits for Part-time Employees in Canada.* Toronto, 1982.

[27] Dale Olm. B.C. Transit. Oral testimony at Commission hearing. Vancouver, October 5, 1982.

not the prime income earners in their family and are covered by benefit plans of other family members.

> Many part-time workers are reluctant to participate in contributory plans either because they view . . . the possibility of benefitting from such plans as remote, or because they have no need for the benefits offered. Part-timers who are secondary wage earners within their family unit, retirees or moonlighters, frequently have access to coverage through their spouse's employer or through their former or principal employer.
>
> *Canadian Bankers' Association*

iii. Exclusion of casual part-time workers – It was clear throughout the hearings, both in briefs from employers and from unions, that many employers have implemented two distinctly different policies regarding their treatment of part-time workers, one for the regular part-timers and one for casuals. The few employers who are providing benefits for their part-time workers restrict these benefits almost entirely to regularly scheduled part-timers. This might be understandable if the majority of part-time workers were in the regular category and only a small group, large enough to fill in during emergencies, were classified as casual, but this does not seem to be the case.

While most employer associations were unable to give statistics on their members' regular and casual part-time staff, the B.C. Health Association said that the majority of hospital part-timers were casuals — 22 per cent of its staff — compared to 18 per cent regular part-time. The point was also made at the hearings that some of the larger employers are gradually, through attrition, endeavouring to eliminate all of their regular part-timers so that their total part-time staff could be classified as casual.

The reason for preferring to have the majority categorized as casual rather than regular part-timers may be based on more than a desire to save money by excluding the casuals from fringe benefits. It could be the result of a 1977 decision of the Canada Labour Relations Board which said that regular part-time workers must be included in a bargaining unit but casual part-timers were to be excluded.

The case involved a Vancouver branch of the Canadian Imperial Bank of Commerce and the Service, Office and Retail Workers Union of Canada, which was attempting to organize the bank branch. The CLRB, in an earlier decision in 1975 had ruled that there should be no distinction in bargaining rights between full and part-time workers, between "those employees who work a full week and those who do not."

> As to part-time employees, the Board concludes that the paramount criterion is not the number of hours worked in a week but the regularity of the employment.[28]

The 1977 decision involved a further distinction as to whether or not both *regular* and *casual* part-time workers should be included in the bargaining unit. The union wanted both groups in; management did not. The CLRB, in deciding to exclude casual part-timers, declared:

> . . . including all part-time employees, even those with minimal attachment to the employer, could place the responsibilities of union membership upon them when their interest is fleeting. Under the democratic procedures of unions, it could subject those with long-term interests to the interests of a larger . . . number of (part-time) employees with divergent and passing interests . . . The regular and casual distinction is the best balance we have found to meet the legislative intent of the Code.[29]

While the majority of employers were strongly opposed to providing fringe benefits for any of their part-time workers, one employer association and several major employers were willing to consider the possibility of benefits for regular part-time workers.

> . . . if such a scheme (prorating fringe benefits) were introduced, we feel strongly that casual and temporary employees should be excluded from its purview. These employees do not have a permanent relationship with a particular employer and their attachment to the labour force itself is often transitory or discontinous in nature. Moreover, prorating benefits for casual and temporary employees would be exceptionally difficult and costly to administer, while the gains accruing to such persons would in many cases be negligible. On the basis of similar cost-benefit considerations, we would also urge that regular part-time employees be required to work a minimum number of hours over a specific period of time to be eligible for prorated benefits.
>
> *Canadian Bankers' Association*

f. Pensions

Employer briefs to the Commission indicated that the provision of pension coverage for part-time workers was confined to the health care industry, to unionized municipalities and to the small minority of unionized retail clerks in supermarkets.

---

[28] Canada Labour Relations Board decision, Radio Station CHQM, Division of Q Broadcasting Ltd. 1975.

[29] Canada Labour Relations Board decision. Canadian Imperial Bank of Commerce, 1977.

The Retail Council of Canada did point out that some part-time employees of its members, those employees with "a consistent and substantial work relationship" are given pension coverage. The Council also said that it has a new pension plan available for smaller retailers in which part-time workers are eligible for coverage.

Their final view on pensions probably summed up that of most employers: "we believe it is premature to consider mandatory pension coverage of part-time employees."

(The pros and cons of pension coverage for part-time workers are discussed in detail in Chapter 5 of this report.)

g. Restrictions on the Use of Part-time Workers

The issue of limitations on the employment and use of part-time workers was raised by several employer associations, particularly in industries which are highly unionized, such as health care, urban transit and food retailers. The Retail Council of Canada, whose supermarket members employ unionized staff, said that:

> . . . it is argued that full-time staff may be disadvantaged if several part-time employees are substituted for one full-time staff member. In some contracts there are limitations on the ratio of part-time to full-time staff and limitations on the hours and periods during the day during which part-time staff may be utilized. The reduced flexibility which management has will likely result in reduced quality of service, reduced profitability for the company, and a reduced capability of providing a superior compensation package.
>
> In any event, where the market is unrestricted, most employers have found that there is an optimum mix of full- and part-time employment: a substantial number of full-time employees are needed to provide the stability, experience and leadership which they can bring to the job. It is the presence of such employees that enables the supplemental employment of the part-time employee to take place.
>
> *Retail Council of Canada*

Similar restrictions exist in other sectors. The B.C. Health Association's collective agreement with the Hospital Employees Union (HUE) (which represents licensed practical nurses, orderlies and non-professional staff) contains an intent clause which states that the employer shall eliminate as far as possible all part-time employees. The Brotherhood of Railway and Airline Clerks, Airline Division, limits the use of part-timers to no more than ten per cent of the bargaining unit.

The most effective example of union ability to bar part-time workers from certain industries was given to the Commission by the Canadian Urban Transit Association, the Edmonton Transit Commission and B.C. Transit. They said that transit unions in all major cities, except Edmonton, have refused to allow any part-time bus operators, although two smaller cities, Oakville and Burlington, have used part-time operators for year.

The Railway Association of Canada reported a similar problem. As there is no provision in collective agreements which permit an employee to work less than eight hours in a day, part-time workers are virtually non-existent in the railway industry. Railways do have "understandings" with some unions to allow some part-time workers in the express service, trucking and security.

Employer associations affected by these restrictions emphasized their need for flexible staffing and cautioned the Commission not to introduce legislation which could prevent or restrict the use of part-time workers.

The Canadian Urban Transit Association went even further and recommended that legislation be introduced which would not only give employers the authority to hire part-time workers, but would also ensure that existing full-time employees did not lose their jobs as a result of the introduction of part-time work.

3. Opinion Survey of Individual Employers

a. Objectives and Methodology

The Commission asked Ernst & Whinney, management consultants, to conduct a cross-Canada survey of employers' attitudes toward and practices regarding part-time work. The major objectives of the study were to determine:

- compensation and benefit practices for part-time workers as compared to full-time workers;
- overall impressions of the value of part-time workers in the successful operation of organizations; and
- whether employers would be likely to reduce their employment of part-time workers if they were required to give their part-timers equal treatment (on a porated basis) to full-time workers.

It was decided to conduct a telephone survey of organizations drawn from Canadian employers in five economic sectors — manufacturing, service, accom-

TABLE 9
Background Information on Survey Participants

Economic Sector	# Companies Surveyed	# Employees Represented	# Part-time Represented	# Companies with Part-time	% Companies with Part-time	% Part-time Employees to Total
Total	204 (100.0%)	242,861	34,529	114	55.9	14.2
Manufacturing	85 (41.7%)	108,514	1,856	33	38.8	1.7
Service	59 (28.9%)	53,754	10,895	40	67.8	20.3
Accommodation/Food	14 (6.9%)	14,093	2,827	13	92.9	20.1
Retail	26 (12.7%)	54,429	18,924	22	84.6	34.8
Professional	20 (9.8%)	12,071	27	6	30.0	0.2
Canadian Labour Force as of September, 1982		10,544,000	1,498,000			

Questionnaire Source: Questions 1 and 2.

TABLE 9A
Size Distribution of Survey Participants by Sector

	Number and Percentage of Employees											
	0 - 49		50 - 99		100 - 499		500 - 999		1000 +		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Total	28	13.7	23	11.3	75	36.8	28	13.7	50	24.5	204	100.0
Manufacturing	7	3.4	8	3.9	36	17.6	12	5.9	22	10.8	85	41.7
Service	7	3.4	6	2.9	22	10.8	9	4.4	15	7.4	59	28.9
Accommodation/Food	1	0.5	3	1.5	4	2.0	2	1.0	4	2.0	14	6.9
Retail	7	3.4	3	1.5	8	3.9	2	1.0	6	2.9	26	12.7
Professional	6	2.9	3	1.5	5	2.5	3	1.5	3	1.5	20	9.8

Questionnaire Source: Question 1

TABLE 10
Factors in Decision to Hire Full-time or Part-time

Factor	Frequency of Mention						
	Manufacturing	Service	Accommo-dation/Food	Retail	Professional	Total	Rank
1. Need part-time to cover full-time leaves of absence, vacation	5	4	0	1	1	11	4
2. Extra human capacity only as needed	7	7	1	0	4	19	3
3. Union objection to part-time	7	3	0	0	0	10	5
4. Nature of work tasks	57	36	5	8	15	121	1
5. Too difficult to train part-time	4	0	0	1	1	6	7
6. Part-time too costly	1	0	0	0	0	1	9
7. Part-time cover peak periods	3	16	9	19	5	52	2
8. Staff want to work part-time	1	3	0	2	1	7	6
9. Part-time for extended business hours and week	8	19	10	10	5	52	2
10. Good training for full-time	0	2	0	0	0	2	8
11. Convenience of substitutes	0	2	0	0	0	2	8
12. Part-time less costly	0	0	0	2	0	2	8

Questionnaire Source: Question 2

modation/food, retail and professional. The completed survey included 204 employers, representing 250,000 employees, or approximately 2.4 per cent of the Canadian labour force. The survey covered the employers of approximately 35,000 part-time workers, or the employers of 2.3 per cent of the total part-time workers in Canada.

Background information on survey participants is given in Table 9, while Table 9A provides information on the size distribution of survey participants by sector.

b. Employers' Experience with Part-time Employees

The reasons given for hiring part-time workers by employers in the survey confirm the views that were given in briefs to the Commission. The three major reasons are: the nature of the work tasks; to cover during peak periods; and to cover extended business hours or extended business weeks. It is interesting to note that only two employers mentioned that part-timers were hired because they are less costly and very few hired part-timers because their staff wanted to work part-time. The factors, broken down by industry, are shown on Table 10.

Table 11 shows that employer experiences with part-time workers have been good to excellent, again confirming the views presented in employer briefs to the Commission. It is interesting to note that all but three of the total respondents answered this question.

TABLE 11
Nature of Employer Experiences with Part-time

Economic Sector	# Companies with part-time	Nature of Experience Poor	Fair	Good/ Excellent	No Response
Manufacturing	33	0	5	28	0
Service	40	0	6	31	3
Accommodation/Food	13	0	2	11	0
Retail	22	0	1	21	0
Professional	6	0	0	6	0
Total	114	0	14	97	3
Totals as Percentage	100	0	12.3	85.1	2.6

Questionnaire Source: Question 14

c. Employers' Treatment of Part-time Employees

Table 12 provides a comparison of compensation and benefits treatment of part-time versus full-time workers. The final column shows that: 80.7 per cent of employers believe that they provide the same rate of compensation to part-timers; 39.5 per cent provide the same vacation treatment; 60.5 per cent give the same holiday treatment; 51.8 per cent provide the same pension coverage; and 56.1 per cent give the same coverage for other fringe benefits.

The findings are discussed in more detail below:

i. Compensation – Over 80 per cent of employers surveyed said they gave equal compensation to full-time and part-time employees inasmuch as the same hourly wage scale applied to part-time and full-time workers doing basically the same jobs, or, a full-time salary was translated to an equivalent hourly wage. Although details of the compensation schemes were not requested, it is possible that part-time workers may receive lower pay because of fewer accumulated years of experience. It is also believed that part-time positions are typically those at the low end of the full-time pay scale. Findings in another section of the Ernst & Whinney report, not summarized here, show that the part-time employees covered in the survey were clustered in occupational categories at the lower end of the pay scale.

ii. Vacation – A total of 39.5 per cent of survey respondents provide paid vacation time to part-time workers on the same prorated basis as full-time workers. The majority, it was felt, follow only the requirements set by law for part-time staff but provide additional vacation benefits to full-time workers.

iii. Statutory Holidays – A total of 39.5 per cent of employers surveyed provide better holiday benefits for full-time staff than for part-time staff, even though statutory requirements for part-time are followed. For example, part-time receive minimum requirements but full-time receive two extra holidays per year. A total of 60.5 per cent of employers surveyed treat all employees equally either because minimum requirements are provided to both groups, or because equally liberal benefits apply to each group.

iv. Pensions – The survey assumed that employees are treated similarly if part-time workers are eligible for a pension plan, or receive compensation in lieu, only where such a plan is available to full-time staff. The finding that 51.8 per cent of employers treat all staff equivalently includes three different types of treatment: no plan is available; part-time staff receive extra pay in lieu of a plan; or part-time staff are eligible for the plan. Part-time staff are, therefore, discriminated against in the area of pension plans by 48.2 per cent of employers surveyed.

v. Other Benefits – As with the pension plan, the survey assumed equal treatment is in effect if no workers receive other benefits, or if part-time workers are

TABLE 12
Comparison of Compensation and Benefits Treatment of Part-time Versus Full-time

Item	Manufacturing	Service	Accommodation/Food	Retail	Professional	Total	
	Number of Responses						
Compensation							
Same	29	33	12	13	5	92	(80.7%)
Different	4	5	1	9	1	20	
No response	0	2	0	0	0	2	
Total	33	40	13	22	6	114	(100%)
Vacation							
Same	13	18	5	6	3	45	(39.5%)
Different	20	20	8	16	3	67	
No response	0	2	0	0	0	2	
Total	33	40	13	22	6	114	(100.0%)
Holiday							
Same	19	22	7	17	4	69	(60.5%)
Different	14	16	6	5	2	43	
No Response	0	2	0	0	0	2	
Total	33	40	13	22	6	114	(100.0%)
Pension							
Same	9	25	8	14	3	59	(51.8%)
Different	23	13	5	8	3	52	
No response	1	2	0	0	0	3	
Total	33	40	13	22	6	114	(100.0%)
Other Benefits							
Same	12	25	6	18	3	64	(56.1%)
Different	20	13	7	4	3	47	
No response	1	2	0	0	0	3	
Total	33	40	13	22	6	114	(100.0%)

Questionnaire source: Question 13

TABLE 13
Effect of Prorated Benefits on Hiring Part-time

	Manufacturing		Service		Accommodation/Food		Retail		Professional		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Employers with part-time												
No effect	24	21.1	30	26.3	10	8.8	18	15.8	5	4.4	87	76.3
Negative effect	4	3.5	6	5.3	3	2.6	2	1.8	0	0.0	15	13.2
Not sure	5	4.4	4	3.5	0	0.0	2	1.8	1	0.9	12	10.5
No response	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total	33	28.9	40	35.1	13	11.4	22	19.3	6	5.3	114	100.0
Employers with part-time who already fully prorate all benefits	7		19		1		3		2		32	28.1
Employers without part-time												
No effect	7	7.8	6	6.7	0	0.0	2	2.2	5	5.6	20	22.2
Negative effect	4	4.4	0	0.0	0	0.0	0	0.0	1	1.1	5	5.6
Not sure	1	1.1	0	0.0	0	0.0	2	2.2	0	0.0	3	3.3
No response	40	44.4	13	14.4	1	1.1	0	0.0	8	8.9	62	68.9
Total	52	57.8	19	21.1	1	1.1	4	4.4	14	15.6	90	100.0

Questionnaire Source: Question 15

eligible for these benefits, or receive compensation in lieu. A total of 56.1 per cent of survey respondents treat all employees on an equal basis.

d. Attitude to Prorating

The most surprising finding of this survey was that a large majority of employers do not believe that prorating benefits for part-time workers will affect their hiring patterns. This is the exact opposite of the views which were expressed by a large majority of employer associations at the public hearings. They told the Commission that the imposition of mandatory benefits for part-time workers would force them to reduce their part-time staff or reduce the hours of work given to part-time staff. A few told the Commission privately that they would reduce benefits for all employees if they were forced to include part-timers in benefit plans.

The survey found, on the other hand, that most employers who employ part-timers, would, because of the nature of their business, its hours or patterns of demand, have a need for part-timers which would override additional costs caused by prorating. Responses are tabulated in Table 13.

Some sample responses included:

- if the need exists, we will still hire part-time;
- already pay significant benefits to part-time;
- already the case because the same union represents all classes of worker;
- no impact because full-time get no benefits anyway;
- key to hiring is need, not cost.

A minority of employers believe there would be a negative impact. Interestingly, these responses did not stem from any one economic sector.

Sample responses include:

- would make things very complicated; most part-time don't want benefits; they are either students or women covered under spouse's plan;
- you would see a reduction in services in the store;
- would be much more costly; full-time would want to work part-time;
- probably wouldn't hire part-time because margins are so low and current part-time participation rates are so low;
- part-time would rather have money, not benefits;
- would be too costly, would pay full-time overtime.

The survey also found that 14.2 per cent of employers with part-time staff already fully prorate all benefits. A large percentage of these are in the service sector.

e. Conclusions

Based on the findings from the employer survey, the consultant concluded that:

(1) Part-time workers perform an important role in specific sectors of the economy where the nature of the business does not lend itself to traditional full-time work patterns. The importance of part-time workers to a particular sector, however, does not necessarily result in treatment equal to full-time workers. In fact, the presence of a union is the variable which increases the likelihood of equal treatment. For example, over 50 per cent of service sector respondents already prorate all benefits and 52.5 per cent of these work forces are unionized. In the absence of legislated prorated benefits, therefore, unions have played a large role in achieving parity for part-time workers.

(2) In the employer's view, the disproportionate number of females in part-time positions compared with full-time positions in the same organizations resulted primarily because women apply for part-time positions more frequently than men (i.e. the supply of female part-time workers is greater than the supply of male part-time workers). The consultants feel that this supply side phenomena may be a function of the types of positions the employers are seeking to fill.

(3) Employers utilize part-time workers because it makes good business and management sense to do so. The perspective that part-time work is a valid choice open to employees is not widely held and certainly is not as significant a factor in determining part-time work patterns as are the work loads and staffing requirements of employers.

(4) Employers feel that significant numbers of employees prefer and seek out part-time employment. When the interests of both employers and part-time employees are compatible, as is often the case according to survey data, the impact of new regulations must be thoroughly analyzed to ensure beneficial relationships are not adversely affected.

(5) There is little indication that prorating of benefits for part-time workers would cause employers to alter their hiring practices.

4. Recommendations of Employer Associations

The associations which presented briefs to the Commission made the following recommendations:

Employer Recommendations with General Support

(1) No legislation should be introduced which would prevent or restrict the use of part-time employees.

(2) No legislation should be introduced which would increase the labour costs of employing part-time workers.

(3) No compulsory scheme to prorate fringe benefits for part-time workers should be introduced because existing legislation provides ample safeguards to protect their interests.

Recommendations from Specific Employer Groups

(4) No regulations regarding part-time workers should be made until an in-depth assessment of the cost implications has been made.

(5) If a scheme of prorating fringe benefits is introduced, it should apply only to regular part-time workers and not to casual part-timers.

(6) Standards should be established to prevent the exploitation of part-time workers.

(7) Legislation should be introduced which would give employers the authority to hire part-time workers, but would also ensure that existing full-time employees do not lose their jobs as a result of the introduction of part-time workers.

(8) There should be no lowering of the current criterion for participation in the Unemployment Insurance program.

(9) Government training programs should be extended more fully to part-time workers.

Commission Recommendations

In summary, it can be seen that the views of employer associations were understandably influenced by the poor economic climate at the time the Commission was holding its public hearings across the country in the fall of 1982. The major concern of all employer associations was the extra costs which would be involved if legislation were introduced to make fringe benefits compulsory for part-time workers (where they are paid to full-time workers).

While all employer associations admitted quite openly that part-time workers were just as efficient and productive as full-time workers and in some cases more so, they justified their opposition to paying fringe benefits on the grounds that part-timers did not need such benefits because they were covered by their spouses' or their parents' plans. As is pointed out in the statistics on part-time workers in Chapter 3, this is a misconception which is simply not true.

It seems clear that employers will have to learn to live with the reality that part-time workers are entitled to equal pay and that fringe benefits are no longer an optional extra to be bestowed on a few workers, but an integral part of the pay package.

The Commission's recommendations regarding the issues raised by employers are included in Section G of Chapter 4.

F. Governments

1. Introduction

The Commission collected its information on governments (both federal and provincial) in several different ways — through briefs and private meetings with representatives of various government agencies, and through research into government legislation and policy. The information from these sources has been divided into two sections. The first examines governments as legislators — the laws which they have passed and their effect on part-time workers. The second section looks at governments as employers, and examines their hiring and treatment of part-time workers in the public service. A study was also made of Canada Labour Relations Board decisions which concerned part-time workers. They are described in Section B (Unions) and E (Employers) in this chapter.

2. Governments as Legislators

a. Employment Standards Legislation

Employment standards legislation, which is designed to provide workers with certain minimum standards of protection from employers, is on the books of all provinces and territories, as well as in the federal jurisdiction. In the federal jurisdiction, the legislation applies to interprovincial enterprises such as railways, airlines, telephones, banks, and to federal government employees as well.

At the Commission hearings, considerable criticism was expressed of the way in which part-time workers are treated by (or excluded from) employment standards legislation at both the federal and provincial level. An examination of this legislation, at both levels, reveals that part-timers are treated unequally, but the unequal treatment does not appear to be the result of deliberate discriminatory legislation. In fact, employment standards legislation very rarely differentiates between full and part-time workers, for the simple reason that when these laws were written, part-timers were a smaller percentage of the work force whose existence had traditionally been ignored.

As a result, a part-timer who works regularly at the same work place will have access to some of the protection of the legislation, while a casual or seasonal part-timer will not. Continuity of employment is the key that opens the door to such benefits as paid annual vacation, paid statutory holidays, maternity leave and advance notice of termination of employment.

Labour Canada's 1982 study, *Employment Standards Applicable to Part-time Workers in Canada*, summarizes the problem:

> . . . the most important factor in influencing the benefits secured to part-time workers is interruption of employment. Working less than the normal number of hours in a day or days in a week has far less effect on the guarantees provided to an employee by employment standards legislation than does working even full-time but for relatively short periods of time. Many standards have a threshold of entitlement of one month, three months or even a year (common in the case of annual vacation and maternity leave).
>
> Employees who enter and leave the labour force at frequent intervals, or who, while remaining in the labour force, frequently change their employment, will run the risk of sacrificing these minimum standards, since in the case of most employment standards there are no provisions permitting two or more separate periods of employment to be considered as one for the purposes of satisfying a threshold.

The simplest way to demonstrate the inequities resulting from these standards is to look at how some of them are applied to part-time workers.

The length of notice of termination which an employee must be given by his employer is one example of the differences in treatment which stem from the legislation. The length of notice is usually based on the length of service to one employer, and in most jurisdictions varies from no advance notice at all for those employed less than three months to one to two weeks for those employed more than three months.

While the actual legislation does not differentiate between full and part-time employees, the minimum periods of employment have an obvious effect on casual or seasonal employees, some of whom may work for the same employer for many seasons.

Annual holidays with pay are also denied to casual or temporary workers in most provinces. If an employee does not accumulate a complete year of employment without interruption of the employment contract, he or she is entitled to receive vacation pay of four per cent of earnings, but not to a vacation period.

Pay for statutory holidays is also denied most part-timers, even the regularly scheduled ones. Holiday pay is usually based on whether or not an employee works on a certain number of regularly scheduled working days immediately preceding or following a general holiday. In many jurisdictions, including the federal one, an employee must have worked on at

least 15 days during the 30 calendar days preceding the holiday. Any employee who works three days a week or less, (and almost two-thirds of part-time jobs involve work of three or fewer days per week) would almost never qualify for statutory holiday pay.

Another example is maternity leave, which in most provinces and under federal jurisdiction, requires a minimum period of employment of 12 months to qualify. Provided that the part-time worker is continuously employed by the same employer, there is no difference in the method of calculation of that period for a full-time or part-time worker.

The seasonal, casual or temporary worker, however, may be frequently and adversely affected by these entitlement "thresholds" which require that an employee accumulate a minimum period of employment in order to benefit from a particular standard. These employees may work during a period of weeks or even months, but if they are not continuously employed by the same employer they may be deprived of benefits which are guaranteed to regular employees, both full and part-time.

The whole issue of continuity of employment is a confusing one. Does it require that there be no interruption in the employer-employee relationship over a certain period of time, and if so, how long a period? Unfortunately, there is no single answer to this question. Each province, and the federal jurisdiction, has its own rules and regulations.

The Canada Labour Code has the most comprehensive provisions in this area. It empowers the government to make regulations defining "continuity of employment" for the purposes of annual vacations, maternity leave, bereavement leave, individual termination of employment, severance pay, sick leave and unjust dismissal. Regulations which have so far been written require 12 months continuous employment to be eligible for annual vacation, maternity leave, and protection from unjust dismissal. Three months is required for protection under the individual termination of employment and severance pay, sick leave and bereavement leave regulations. Clearly these regulations affect the part-timer in a serious way.

Provincial regulations show considerable diversity. In Alberta and Ontario, the termination of employment regulation requires that two or more separate periods of employment must be considered as one period if the successive periods are not more than 13 weeks apart. These are the only provisions in any employment standards legislation which grants this right to employees. In most other provinces, the law is silent on the question of continuity of employment. It can therefore be assumed that if the employment relationship is terminated and then resumed at a later date, the calculation of consecutive months of employment begins anew.

Some jurisdictions have also legislated provisions stipulating the minimum number of hours in any day for which an employee must be paid. The daily guarantee has been set at three hours in most provinces, with a four-hour minimum for British Columbia and the Northwest Territories. B.C. also has a two-hour minimum for students. The Commission received submissions from part-time workers who were unaware of these regulations and were working shifts as short as one and a half hours per day.

Another area of legislation which affects many part-time workers is the definition of employee which is used in labour standards legislation. The term "employee" is defined in some jurisdictions, for all or part of their legislation, so as to exclude certain occupations, many of which have a greater than average incidence of part-time (including seasonal and casual) employment. For example, farm workers are excluded in most provinces. Fishermen are excluded in Nova Scotia, while British Columbia excludes 22 categories of workers, including farm workers, domestics, faculty members and policemen from the hours of work and overtime sections of the Employment Standards Act.

b. Provincial Governments

The Commissioner met informally with representatives of provincial labour departments at the annual conference of the Canadian Association of Administrators of Labour Legislation in Ottawa. Agencies from two of the provinces with the highest levels of part-time workers in Canada also presented briefs to the Commission. They were the Manitoba Department of Labour and Manpower and the British Columbia Human Rights Commission. In addition, a representative of the Quebec Ministry of Labour and Manpower told the Commission of his government's proposed legislation on job sharing. Their views on part-time work are summarized below.

i. Manitoba – Manitoba, with 15.2 per cent of its workers in part-time jobs in 1981, has the third highest percentage of part-time workers, after British Columbia with 15.6 per cent and Saskatchewan with 15.3 per cent.[30] The Manitoba Department of Labour

[30] Statistics Canada. *Labour Force Survey*, 1981.

and Manpower, in a well-documented brief on part-time work in Manitoba, recommended many changes to improve the position of part-time workers. While pointing out that governments should place primary emphasis on developing stable, rewarding full-time job opportunities, the Department also said that:

> For the growing segment of the labour force who want or need to work on other than a full-time basis, however, it is imperative that appropriate policies and innovative measures be developed to ensure that part-time employment is recognized as an important and valuable component of the country's labour market rather than as second-rate jobs for secondary income earners.

In the interest of eliminating, or at least reducing the inequities faced by part-time workers, the Department recommended that governments:

- review their employment standards and other regulations to ensure that part-time workers receive the same protection, rights and benefits as other workers, not only in law but also in practice;
- upgrade child care facilities, mobility assistance, employment counselling and other services which facilitate workers' access to jobs or training;
- improve wages, benefits, job security and advancement opportunities offered by part-time jobs;
- examine the potential costs and benefits of requiring employers in the private sector to prorate compensation and other benefits for part-time staff;
- expand the types of jobs available for persons who want or need to work on other than a full-time basis;
- actively support voluntary job sharing experiments, educational leave and other innovative efforts which promote flexible, non-traditional working patterns; and
- examine and respond to disincentives or penalties which discourage employment on other than a regular, full-time, year-round basis in some industries and occupations.

ii. Quebec - The Quebec Ministry of Labour and Manpower plans to introduce legislation in the spring of 1983 to establish an experimental job sharing program for both the public and private sector. The program is being developed as a result of a survey of 2,500 Quebec workers (half of them men) which showed that 72 per cent were interested in job sharing. Family responsibilities and the desire to combine work with education were the main reasons cited by respondents.

To encourage participation by the private sector, the program will provide employers with subsidies of $300 to $400 per year for each job sharing employee — on the condition that the employee receives salary and benefits comparable to full-time workers, but prorated according to the number of hours worked. The subsidy is intended to overcome the resistance of employers who claim that paying fringe benefits to part-time employees involves extra costs for the employer.

The experimental program will be evaluated by community groups, including several from Quebec universities.

iii. British Columbia - The B.C. Human Rights Commission, in its brief to the Commission, focussed on the issue of "systemic" discrimination, as it relates to part-time work. The Commission pointed out that while most people tend to equate discrimination with a bigoted, prejudiced mind, most discrimination takes place without clear or malicious intent. Statutory human rights agencies in Canada are recognizing that the intent of a particular employment policy or practice is secondary to the impact of that policy. In defining systemic discrimination, their brief states:

> For example, where a primary industry employer operating in a northern community with a considerable Native Indian population insists on grade twelve for all entry level jobs, it is immaterial what the motivation or intent is. The fact is that the policy has a disproportionate impact on Native Indians and, when the requirement cannot be justified as necessary to do the job, the policy is discriminatory.
>
> *B.C. Human Rights Commission*

Another example of systemic discrimination given by the Human Rights Commission was that of an employer who specifies a minimum height and/or weight requirement for a position, thereby excluding a disproportionate number of women from that work place.

The Human Rights Commission believes that many regular part-time workers experience systemic discrimination on several fronts. They point out that:

> Perhaps the most important of these is that part-time workers are very often denied the working conditions available to full-time workers. This particular discriminatory practice is not usually the result of a deliberate decision on the part of an individual employer. Instead, this discrimination is a result of legislation and collective agreements which reflect a generally held attitude that the sub-populations comprising the part-time work force are less needy or less deserving than full-time workers in terms of

employment protection and benefits. We would call this systemic discrimination by statutory exclusion.

The B.C. Human Rights Commission recommended that the part-time work force should receive benefits proportionate to those paid workers in the full-time work force.

3. Governments as Employers

a. Federal Government

i. Introduction – The federal government is the largest employer in Canada, but it employs the smallest percentage of part-time workers of any industry which presented briefs to the Commission. With a total of 215,643 employees in 1981, approximately 1.1 per cent were part-time workers, compared to 13.5 per cent in the work force as a whole.

This appears to be a very small percentage, and it was severely criticized in two briefs, one from the Canadian Advisory Council on the Status of Women and the other from the Public Service Alliance of Canada. The Public Service Commission explains the difference this way:

> What was not made clear in either brief was the difference in the occupational composition of both labour forces. The heavy concentration of jobs in restaurant, retail and service industries was stressed as evidence of occupational segregation in the private sector. It was not made clear that the part-time labour force of the Public Service was employed in other areas.
>
> In addition, both the (briefs) inferred that the growth of part-time employment within the Public Service lagged behind that of the private sector. Using the figures provided in both briefs, it can be seen that *rate* of growth in the Public Service, an increase from 0.8 per cent in 1976 to 1.1 per cent in 1981, represents an increase of 37.5 per cent as compared to an increase in part-time employment as a whole of 22.7 per cent (11.0 per cent in 1976 to 13.5 per cent in 1981).[31]

(It should be noted that a high rate of growth is easier to achieve when the original numbers of part-time workers are so low.)

The use of part-time workers in the Public Service has developed over the years on an ad hoc basis, and until 1980 there was no specific government policy either to encourage or to regulate the use of part-timers. Prior to that time, the part-timers who were hired were employed in jobs such as mail handlers in the Post Office or cleaners who worked for Public Works. A few departments, such as Health and Welfare, created part-time positions to attract highly trained employees such as doctors or nurses who were not available on a full-time basis.

Part-time workers, as a percentage of all government employees, reached a high of 4.2 per cent in December 1979, with 70 per cent of them employed in the Post Office. When the Post Office became a crown corporation in 1980 the percentage dropped to 0.9 per cent. It rose to 1.1 per cent in 1981.

TABLE 14
Part-time Employees* in the Federal Public Service

	Per Cent of all Employed	
1976	3.2	(including Post Office)
1977	3.0	(including Post Office)
1978	3.3	(including Post Office)
1979	4.2	(including Post Office)
1980	3.8	(including Post Office)
1980	0.9	(excluding Post Office)
1981	1.1	(excluding Post Office)

Source: Public Service Commission. Annual Reports. 1980 and 1981.
*See definition of part-time employee in the following subsection.

ii. New Policy on Part-time Employees – During 1979 and 1980, the federal government reviewed its use of part-time workers, and in December 1980, Treasury Board, the department responsible for employee relations, announced a new policy which it said was designed to encourage and facilitate the hiring of part-time employees. Parts of the policy have been implemented over the past three years, but the major step, the inclusion of part-timers in the Superannuation Plan, has not yet been taken.

There were two major reasons behind the decision to transform the ad hoc arrangement for employing part-timers into a formalized structure. First, Treasury Board believed that part-time employment would provide advantages for managers, and second, it pointed out that the federal government should recognize that "changing life styles and social values of their employees were leading to demands for a variety of working arrangements over the span of an employee's career." Women were resigning from the Public Service at a higher rate than men were and also in higher numbers than their representation in the Public Service. It was hoped that the new policy would reduce the loss of qualified employees.

Treasury Board was also spurred on by the "Plan of Action — Towards Equality for Women," which was tabled in Parliament in 1979 and committed Treasury Board to "immediately undertake a review

[31] Public Service Commission, internal memo, October 22, 1982.

of the benefits available to part-time indeterminate (i.e. permanent) employees. . . ."

The benefits that Treasury Board expected part-timers to provide for management were that they could be used where the frequency of work does not warrant a full-time person, to fill peak periods, to provide extended hours of service to the public, and to facilitate the recruitment or retention of highly skilled technical people who are unable or unwilling to work on a full-time basis.

As an answer to the changing life style demands of employees, Treasury Board believed that part-time work would offer women a chance to combine work and home responsibilities, would help women to re-enter the work force after their children are grown, provide older employees with a means of gradual transition to final retirement, and provide opportunities for handicapped, students, and employees who want to try other career options.

At the time the new policy was announced in 1980, Treasury Board said that part-time workers would be included in all employee benefit plans, including the Superannuation Plan. Permanent part-time employees were given prorated fringe benefits, effective September 1982, but access to the pension plan is still pending.

A definition of part-time employees was included in the policy paper.

> In the Public Service of Canada, a part-time employee is defined as: an employee with a continuing attachment to the work force who is appointed for a term of greater than six months and who is ordinarily required to work less than the normally scheduled daily or weekly hours of work established for persons doing similar work, but more than one-third of these hours. Where an employee's normally scheduled hours of work vary from week to week, determination of part-time status depends on the average weekly hours worked over a four week period.

As with many definitions of part-time work, the majority of those working less than full-time are excluded. Those excluded under the Treasury Board definition include:

- part-time workers who work less than one-third of the normally scheduled hours, that is less than 12.5 hours for a full-time job of 37.5 hours;
- seasonal part-time workers;
- term employees whose specified term of employment is less than six months.

In effect, the new policy established two different classes of part-time workers — those who work more than one-third of a full-time worker's hours on a permanent basis, and those who work less than one-third, or on a seasonal or short-term contract basis. This distinction was then used to apportion employee benefits to part-timers. Those in the first class, it was decided, would receive all employee benefits, such as long-term disability insurance, group surgical and medical insurance, on a prorated basis. The second class of part-timers, however, were to be given no benefits, and, in addition, were excluded from union membership. A special set of regulations, *The Part-time Work Exclusion Order and Regulations* was established to govern the employment of this second group.

TABLE 15
Number of Part-time Employees in the Federal Public Service (excluding contract employees hired for less than six months)

	1980 (including Canada Post)	1980 (excluding Canada Post)	1981
Total employees	268,139	208,299	215,643
Full-time	257,869	206,376	213,165
Part-time	10,250	1,907	2,476
Part-time			
Indeterminate	9,606	1,409	1,775
Seasonal	67	67	80
Specified Term	577	431	621
	10,250	1,907	2,476

Source: Public Service Commission. *Annual Report*, 1980, p. 1 and 1981, p. 51.

iii. Statistics on Part-time Employees –

It can be seen in Table 16 that most part-timers in the Public Service are found in the service-type occupational groups, namely in administrative support and operational categories. In 1981, almost half were in the administrative support category (clerks, secretaries, etc.) and another quarter were in the operational category (general supplies, hospital services). Most part-timers are also female, 84 per cent in the Public Service compared to 72 per cent in the work force as a whole in 1981. In government, part-time employees are found in the same lower-paid, lower skilled jobs that they hold in the work force as a whole.

Table 17 provides a breakdown of the five different types of part-time workers employed by the federal government as of April 1982. Under the new Treasury Board policy regarding part-time employees, those in columns 1, 4 and 5 receive prorated fringe benefits and are eligible to join a

union. Term employees of less than six months (column 3) and seasonal workers (column 2) who presumably work less than six months, are not eligible for fringe benefits or for union membership. This group of excluded workers (columns 2 and 3) totalled 2,908, or 53 per cent of the total part-time workers employed as of April, 1982.

TABLE 16
Occupations of Part-time Employees in the Federal Public Service

	1981		
	Total Employees	Total Part-timers	Part-timers % Female
Management	1,600	0	n.a.
Scientific & Professional	21,689	239	87.9
Administrative and Foreign Service	52,308	390	70.8
Technical	26,572	58	81.0
Total Officer	102,127	688	77.5
Administrative Support	68,123	1,157	94.6
Operational	45,171	631	70.5
All Catagories	215,643	2,476	83.7

Source: Public Service Commission. *Annual Report*, 1981, p.60.

It should be noted that there is no breakdown of a third category of excluded workers, those who work less than one-third of the normally scheduled hours of work. It is not clear whether these workers are omitted from the chart entirely, or included in other categories.

iv. The Use of Part-time Workers in Government – In 1981, the five departments which made the most use of part-timers were Fisheries and Oceans, Public Works, Employment and Immigration, Health and Welfare, and Taxation. The Commission was told that only one of the five has made a deliberate effort to increase the use of part-time employees, namely Employment and Immigration. It adopted a policy in 1978 of encouraging the use of part-timers to improve efficiency and now uses them in claims preparation work in its Unemployment Insurance division and as counsellors in the Employment division.

In Fisheries and Oceans, most of the part-timers are seasonal and almost all are in the general labourers' group. The part-timers in Public Works are employed mostly as cleaners in the general services group. Their numbers are decreasing as Public Works is contracting out many of its cleaning jobs.

At Health and Welfare, the largest numbers of part-time employees are in hospital services, clerical and nursing. Part-time nurses have been employed in the Public Service for many years.

The vast majority of part-time employees with Taxation are clerks and data processors and they are hired to process income tax returns at Taxation Centres. Approximately 90 per cent of these are term employees employed for less than six months.

The Commission received briefs from two federal Crown Corporations and one government department which provided case histories of how part-time work can function in the Public Service. The three are Canada Post, Atomic Energy of Canada, and Health and Welfare Canada.

The best example of the integration of part-time workers into all levels of an organization came from Atomic Energy of Canada's Whiteshell Nuclear Research Establishment (WNRE), at Pinawa, Manitoba. Part-time work has been part of the operation at WNRE since the establishment opened in 1964. Part-timers were hired on a casual basis until 1976, when a formal policy of regular part-time was introduced as a result of a cooperative effort between the WNRE Women's Association Part-time Committee and management.

The employment of part-time workers by WNRE demonstrates that part-time work is possible across the whole occupational range. Five per cent hold professional positions such as chemists and engineers; 12 per cent are technicians or technologists. Another 12 per cent are in non-traditional jobs such as protective services, gate guards and laboratory attendants, while six per cent work in staff positions such as editor, personnel assistant, and technical information assistant.

The more traditional part-time jobs, such as typing and stenography, account for 34 per cent of the part-timers, while 12 per cent work in clerical and data processing and another 12 per cent as nurses or telephone operators.

The new policy, adopted in 1976 at WNRE, recognized two types of part-time employees — regular part-timers who work between 40 and 60 per cent of full-time, and casual part-timers who work less than 40 per cent, or on an on-call basis. Regular part-time employees receive benefits such as sick leave, vacation leave and special leave, prorated to the hours they work. They are also eligible for training, education leave, and maternity leave. Casual employees receive none of the above mentioned benefits, are not considered for merit increases, and their salaries are based on the lower part of the normal range of pay for the type of work involved.

The WNRE brief urged the Commission to recom-

TABLE 17
Part-time Employment in the Federal Public Service (April, 1982)

Departments	Indeterminate (Permanent) 1981	Indeterminate (Permanent) 1982	Seasonal 1981	Seasonal 1982	Term/Less than 6 mos. 1981	Term/Less than 6 mos. 1982	Term 6 mos. or more 1981	Term 6 mos. or more 1982	Term Not Specified 1981	Term Not Specified 1982	Total 1981	Total 1982	Change Year Over Year
Agriculture Canada	41	45	42	68	25	41	14	18	1		123	172	+49
Public Archives of Canada	1	2				2		3			1	7	+6
Bureau of Pension Advocates	2	2									2	2	0
Customs & Excise	36	58			9	5	3	3	1	1	49	67	+18
Consumer & Corporate Affairs	7	8			9	9	5	4	2		23	21	−2
Canadian Grain Commission					2	4		1			2	5	+3
Commissioner of Official Languages	2	3				1					2	4	+2
Communications	8	8			1	2	2	2			11	12	+1
Canadian Pension Commission						1		1			0	2	+2
Coodinator Status of Women					1						1	0	−1
Canadian Transport Commission	5	2			2	1	4	6			11	9	−2
Department of Fisheries and Oceans	24	27			6	709	14	19		2	44	757	+713†
Department of National Defence	17	19			212	267	13	30	28		270	316	+46
Department of Environment	8	20	1	1	19	39	13	29	7	3	48	92	+44
Department of Public Works	336	323	1		29	26	56	63	4		426	412	−14
Department of Supply & Service	10	39			38	68	29	49	94		171	187	+16
Department of Veterans' Affairs	152	152			24	16	18	42	3		197	210	+13
Employment & Immigration Canada	221	474		1	98	161	77	95	11		407	731	+324
Energy Mines & Resources	7	17			12	25	7	11	3	1	29	54	+25
National Energy Board	2	3									2	3	+1
External Affairs		3			6	10	7	1			13	14	+1
Federal Court of Canada		1									0	1	1
Finance	1	1	1					1	1		3	3	0
Foreign Investment Review Board						1					0	1	+1
Governor General Secretariat	1	2			1		1	1			3	3	0
Canadian Human Rights Commission					1			2			1	2	+1
Indian & Northern Affairs	38	32	1	2	13	6	5	6			57	46	−11
Canadian International Development Agency	7										7	0	−7
International Joint Commission						1					0	1	+1
Department of Insurance	1	1									1	1	0
Industry Trade and Commerce		1						1			0	2	+2
Department of Justice	2	1			1			2			3	3	0
Labour Canada	3	9			1	1		3			4	13	+9
Ministry of State for Economic Development	1	1				1					1	2	+1
Ministry of Transport	38	51			35	27	20	22	1		94	100	+6
Ministry of State for Social Development					1		1	1			2	1	−1
Ministry of State for Science & Technology	2	1			1						3	1	−2
National Capital Commission	2	1									2	1	−1
National Health & Welfare	187	233			116	176	36	45	14	4	353	458	+105
National Library	6	10						3			6	13	+7
National Museums Corporation	2	2			6	3	3	3			11	8	−3
National Parole Board	1	1			3						4	1	−3
Privy Council Office								1			0	1	+1
Correctional Service of Canada	24	42			12	12	21	25	3		60	79	+19
Public Service Commission	34	32			5	3	5	15	4		48	50	+2
Royal Canadian Mounted Police	5	23			46	44	72	92	1		124	159	+35
Prairie Farm Rehabilitation Administration	2	2						1			2	3	+1
Department of Regional Economic Expansion	3	6			3	3	1	6	2		9	15	+6
Canadian Radio-Television Commission						2					0	2	+2
Secretary of State	20	18			1	6	2	3			23	27	+4
Solicitor General		1			1	3					1	4	+3
Statistics Canada	149	156			13	7	3	13	19	6	184	182	−2
Taxation	8	56	1	1	1084	1152	4	20			1097	1228	+131
Treasury Board	11	3			1		2	3			14	6	−8
War Veterans Allowance Board	1	1									1	1	0
Total	1428	1892	47	73	1838	2835	438	646	199	49	3950	5495	+1545

Note: The total figures in this chart supplied by Treasury Board do not agree with the total figures published in the Public Service Commission Annual Report.
†The large increase does not represent a sudden growth in part-time workers, but rather the inclusion of a large number of seasonal workers who had not been reported in previous years.

mend swift action by the federal government in changing the Superannuation Act to permit the participation of part-time workers.

Canada Post has traditionally been the federal government's largest employer of part-time workers, and in 1980 accounted for 70 per cent of all part-time workers in the federal Public Service. In that year, 14 per cent of its employees worked part-time (8,343 out of a total of 59,840). Since becoming a crown corporation in October 1981, Canada Post Corporation has continued, if not increased its use of part-time workers, which management finds are often more productive than full-time workers. Total employment figures were not yet available, but as of August 1982, part-time employees in the two major Canada Post unions numbered approximately 9,130 out of a total union membership of 48,730, or 18.7 per cent part-time. The inclusion of management personnel would reduce the percentage somewhat. Approximately one-third of the part-timers were working on short-term contracts of less than six months.

With one exception, the Corporation's policy toward its part-timers has also remained exactly the same as it was when its employment practices were under the jurisdiction of the Treasury Board and the Public Service Commission.

The majority of the Corporation's "indeterminate" (i.e. regular) positions, (both full and part-time) are covered by collective bargaining agreements with the Letter Carriers Union of Canada and the Canadian Union of Postal Workers. Both agreements include an hourly rate of pay which is identical for both full and part-time employees. The only difference in compensation relates to an hourly payment in lieu of a boot and glove allowance being paid to part-timers, as opposed to an annual amount paid to full-time employees.

Part-timers receive fringe benefits on a prorated basis, but, as with all federal government part-time employees, are still excluded from pension coverage under the Public Service Superannuation Plan.

The one change that has occurred is the introduction of several new clauses in the 1981 CUPW agreement (but not in the LCUC agreement) which place limitations on the minimum and maximum number of hours that part-timers may work, and also restrict their seniority. Part-timers are restricted to working a minimum of 20 hours and a maximum of 25 hours per week. The LCUC agreement provides for a much wider range of hours — a minimum of 13 ⅓ and a maximum of 30 hours per week. Both are averaged over a 12-week period.

The new CUPW seniority clause states that a part-time employee, on moving to a full-time position, cannot carry over his accumulated seniority as a part-timer. In contrast, the CLUC, which prior to 1977 had various qualifications regarding seniority of part-timers, agreed in 1977 that seniority would be portable to any position in the bargaining unit, with the result that part-time and full-time workers are treated exactly alike in regards to seniority.

Another new clause in the CUPW agreement says that preferred assignments in the Post Office, such as wicket sections, registration, etc. are to be filled by full-time employees as opposed to part-time employees, where practicable.

(For the views of part-time postal workers on these changes, see Section B of this Chapter, Unions Views on Part-time Work.)

The third government agency which provided information on its use of part-timers was the New Horizons Program of Health and Welfare Canada. This program, which provides assistance to senior citizens' organizations, was in October 1982 employing 14 part-time employees as part of their total allocation of 90 person years. All of the part-timers work in regional offices, six of them as support staff and eight as field officers.

The part-time support staff were recently hired to replace temporary help agency personnel which had been used previously. New Horizons management reported several advantages to the use of part-timers. The continual retraining of new agency personnel has been eliminated, and the availability of regular part-time support staff has improved work planning and distribution.

The use of part-time field officers has proven to be an effective way of serving areas that are not easily accessible from regional offices but which have a territory large enough to warrant a part-time worker. The advantages cited by regional managers are that during an emergency period, the part-time field workers can quickly become full-time workers or cover areas other than their own. This is particularly important in view of the extensive training and orientation required for new workers.

New Horizons also found the part-time workers to be highly motivated and energetic, often doing extra work in their own time, thus increasing productivity.

They did cite some disadvantages, namely that the amount of communication, supervision, office space, furniture and equipment required by a part-

time worker is nearly the same as for a full-time field officer. As a consequence, management's workload increases and the cost in terms of management time and overhead is not in proportion to the service rendered.

v. Assessment of Treasury Board's New Policy – The Treasury Board announced in 1980 that it would assess the effect of its new policy on part-time workers within the Public Service, but as yet no assessment has been done. The Canadian Advisory Council on the Status of Women, however, conducted some research on the effectiveness of the program for their brief to the Commission. In addition, the Commission received a brief, from a group of "excluded" part-time workers in Revenue Canada's Taxation Centres, who were highly critical of their treatment under the policy.

The Council was critical of the policy on several grounds:

First, the policy excludes two categories of part-time workers — those working less than one-third hours, and contract (or term) workers, who work on a casual or temporary basis for less than six months — from the Public Service Staff Relations Act. They are thus denied the right to union membership and representation. Table 17 shows that there were 2,835 term appointments of less than six months as of April 1982, and that 1,152 (or 40.6 per cent) of them worked for Taxation.

The Advisory Council termed the contract workers "invisible" workers because no data is collected on them or their work and because they are excluded from legislation affecting other public service workers.

Second, the Advisory Council criticized the fact that the Public Service Superannuation Act has not been amended to permit even permanent part-time employees to contribute to a pension plan. This means that a full-time employee who decides to shift to part-time status of less than 30 hours per week after less than five years of service will lose the pension benefits she has built up. She will receive a return of her own contributions with only four per cent interest. For this reason, the Public Service Commission and the Advisory Council both told the Commission that they are strongly advising women not to switch to part-time work until these problems have been corrected.

The Advisory Council also pointed out that even if the Superannuation Act is amended to include part-timers, it has another serious flaw.

> The pension program is vested at five years and any employee terminating after completing less than five years will not receive a pension but rather a return of contributions with four per cent interest. Sixty-eight per cent of part-time employees fail to meet the five-year requirement. Statistically speaking, part-time employees are more likely to be subjected to forced savings at a very low interest rate. A consequence of this arrangement is that part-time employees subsidize the pensions of their full-time co-workers.

Third, the Advisory Council said that managers have been given no incentive to activate the new policy of encouraging more part-time work. As a result, the increase in part-timers has been negligible — from 0.9 per cent of Public Service jobs in 1980 to 1.1 per cent in 1981.

Fourth, the decision as to whether or not a position can be converted to part-time rests solely with management, and employees who are refused permission have no recourse from the manager's decision.

Fifth, both part-time workers who work less than one-third of normally scheduled hours and contract workers are excluded from the Public Service Staff Relations Act. As a result, they are denied certain kinds of protection given to other public service employees, among them, priority when returning from leave of absence, and the right to a hearing before release or demotion.

Sixth, part-time workers who work less than one-third of normally scheduled hours receive a prorated salary, but their salaries are affected in other ways.

> Employees working 15 hours a week or less are not eligible to be considered in any closed selection process nor guaranteed the priorities described in the PSEA. Some of these, namely promotion, transfer and award of merit, have a rather direct effect on salary level.
>
> Salaries are also affected through regulations governing pay increments and overtime. Part-time employees working less than 12½ hours per week are not entitled to pay increments. Those working more than 12½ hours per week receive increments in accordance with the applicable Collective Agreement or Compensation Plan. Overtime is calculated differently.

The inequities faced by casual part-time workers in the federal government service are described in more detail in a brief from a group of part-time workers at one of Revenue Canada's Taxation Centres. They are part of a group of two to three thousand people who are hired each year to assist Revenue Canada in the processing of personal income tax returns. The following discussion summarizes this group's brief.

Revenue Canada considers them to be "casual" employees, which they define as a person "engaged on a casual basis for a temporary period not exceeding 12 months." The Commission was told that in actual practice, no "casual" is allowed to work longer than six months at a time without a break of at least one day between periods of service. This practice ensures that these workers will not pass the magical six-month mark which would allow them to join the union and receive fringe benefits.

Some of these "casuals" have actually worked for 25 consecutive years for Revenue Canada and built up cumulative service records equivalent to more than 10 years of full-time employment.

In addition to being denied union membership and fringe benefits, they also face inequities in pay and in access to training courses. Regardless of their experience, proficiency and years of cumulative service, they are paid at a minimum rate for the job classification in which they are working. Even when acting in a higher position, they are not entitled to acting pay, the Commission was told.

The part-timer's brief also stated that they are denied retroactive pay if a wage settlement is signed during their job tenure. Their contract states: "Please note that you will be entitled to the new salary rates for your group and level from the date the relevant collective agreement is signed and not the date you commenced work." At the same time, a regular, full-time employee, who may have worked at Revenue Canada for only a few months, will receive the retroactive pay. The brief points out that such discrimination is contrary to the "equal pay for work of equal value" provision of the Canadian Human Rights Act.

Training courses, which are held each year to update employees on changes in tax law, are open to the part-timers. However, they must attend on their own time and pay for their own books, while full-time employees are paid to attend and their books are provided free.

The brief points out that while taxation work may be seasonal in nature, it is no more "casual" than the operation of the St. Lawrence Seaway. The effective working of the taxation system is entirely dependant upon the availability each year of these skilled and experienced employees.

The group proposed that part-time government workers should be granted employee status upon the completion of six months cumulative service and that they should be allowed to set up a separate bargaining unit for federal government employees who normally work less than ten months per year.

The Advisory Council on the Status of Women made the following recommendations regarding the government's part-time policy:

- the implementation of the Part-time Employment Expansion policy be suspended until its disadvantages are corrected;
- the Public Service Staff Relations Act be amended to give all part-time employees the right to unionize;
- the classification of part-time workers based on the number of hours worked be abolished;
- the Public Service Superannuation Act be amended to provide all part-time employees with prorated pension benefits;
- a temporary assignment pool of administrative support positions should be created;
- appeal procedures should be developed whereby an employee can appeal a refusal of part-time work;
- procedures should be developed which would guarantee full-time employees who switch to part-time the right to return later to full-time employment.

b. Provincial Governments

i. Manitoba – When you examine the record of provincial governments as employers, Manitoba stands out as the leader in introducing more equitable treatment of part-time workers. The Manitoba Civil Service Commission, in a written brief to the Commission, described how its June 1982 collective agreement with the Manitoba Government Employees Association brought about a major improvement in the terms and conditions of work for part-time workers.

A definition of part-time workers, written into the agreement, defines them as "employees whose work follows an ongoing predetermined schedule on a regular and recurring basis." No minimum number of hours of work per week was established to qualify for fringe benefits, with the result that a person working only eight hours per week would qualify. This definition covers regular part-timers, but not casuals.

Most of the fringe benefits provided for full-timers are also given to regular part-timers on a prorated basis, with some interesting innovations. For example, under the dental plan, instead of prorating benefits, the part-time employee is given full single coverage, but no coverage for a spouse.

Job sharers are also included in the collective

agreement. They are treated in exactly the same way as part-timers.

The Civil Service Commission reported that their increased use of part-timers has expanded the range of staffing options available and has enabled them to recruit for some positions (especially in rural locations) that they might otherwise have been unable to fill. It also allows them to develop a staff with varied backgrounds of education and experience.

One of their more interesting observations was that traditional union opposition to part-time work was significantly reduced once issues such as job security and prorating of pay and benefits had been solved.

ii. Ontario – Ontario is another province which is well on the way to developing a part-time work policy for its public service staff. In 1980, an internal project team was appointed to consider permanent part-time employment as "an important component of the over-all employment strategy of the Ontario Public Service." The report, entitled "It's Just a Matter of Time," is being used as a primary background document in the government's review of its current policies regarding alternative work patterns.

Many of the recommendations in this Ontario government report are similar to those already implemented in Manitoba. The definition of part-time workers proposed in this report is limited to permanent part-time workers and excludes casuals. It defines permanent part-time staff for the Ontario Public Service as:

> A civil servant voluntarily working less than a full day, full week, or full year and whose employment is scheduled on a regular and ongoing basis with no predetermined termination date.

The definition then goes on to define "less than a full week" as not exceeding 24 hours per week, and "less than a full year" as not exceeding nine months in any twelve-month period.

The Ontario definition excludes students, temporary help, casual workers, term employees and contract workers.

The project team developed a statement of principles which recommends that part-time employees should:

- enjoy similar job security and seniority status afforded full-time staff;
- receive pension and benefits similar to full-time employees, but on a prorated basis;
- receive equivalent rates of pay and working conditions;
- have access to promotional and training opportunities available to regular full-time staff;
- receive merit increases based on performance.

c. The United States Experience

The Canadian federal public service, where a mere 1.1 per cent of employees work part-time, would do well to study the example of the United States federal government which has introduced a special program to encourage part-time work at every level of the public service.

Under the Federal Employees Part-time Career Employment Act of 1978, all government agencies were not only encouraged, but required, to set annual goals for establishing or converting positions to part-time. They were also required to develop a timetable setting forth interim and final deadlines for achieving their goals. The Act was clear in its intention to remove part-time work from the lower level job ghettos in which it had previously existed. Managers were directed to determine:

> . . . the extent to which part-time career employment may be used in filling positions which have traditionally not been open for such employment on any extensive basis, such as supervisory, managerial, and professional positions." [5 U.S.C. 3402 (b) (2)]

Personnel managers were also required to review all positions which became vacant to consider the feasibility of filling them with a part-time career employee.

The impetus for the program came as a result of pressure from organizations of professional women who wanted to increase the very small number of part-time job opportunities open to professional people. It is interesting to note however, that by 1981, males comprised 31.3 per cent and females 68.6 per cent of the career part-time work force (of 56,325). The proportion of males is high relative to male part-time workers in the work force as a whole. Part-time opportunities were also extended to older persons, the handicapped, persons with family responsibilities, and students.

The program has resulted in a considerable increase in the number of career part-time employees in middle and upper level jobs. Jobs at the supervisory and middle professional level have increased by 60 per cent and those at the middle management level by 88 per cent. A similar, though smaller increase, was seen in the number of part-time employees with senior professional and managerial responsibilities. In December 1982, there were 57,337 career part-time employees in the executive branch of the federal public service, compared to

46,738 in January 1979, an increase of 22.6 per cent in four years. They accounted for 3.0 per cent of total staff.[32]

To ensure the success of the program, several incentives were offered to both employees and managers. First, part-time career employees — that is those who are employed in permanent rather than temporary or indefinite positions — were made eligible for the same types of fringe benefits (on a prorated basis) as full-time permanent employees, including retirement, health, life insurance, vacations, holidays and sick leave. A part-time employee was defined as anyone working 32 or fewer hours per week. The standard full-time work week in the U.S. government service is 40 hours.

Secondly, employees were given the flexibility to choose a work schedule that could range from 16 to 32 hours per week, and to work for a portion of each day or for a selected number of days each week. Third, full-time workers were allowed to voluntarily convert to part-time employment. Fourth, career civil servants who work on a seasonal basis (e.g. processing income tax returns for Internal Revenue) are also included in fringe benefit and pension plans. They are called back each year on a seniority basis.

The major incentive offered to encourage mangement to hire part-timers was to change the system of counting employees for staffing purposes. Prior to October 1, 1981, an employee counted the same against the personnel ceiling whether he or she worked one hour per week or 40 hours per week. Managers therefore preferred to use their positions for 40-hour-per-week employees.

Under the new system of accounting, part-time workers were no longer counted the same as full-time people in measuring a department's staffing against annual personnel ceilings. Two career part-time employees working 20 hours per week are now considered to be the equivalent of one 40-hour-per-week employee.

Agencies were given considerable flexibility to switch total hours from their full-time permanent employee allocation and use the hours to hire career part-time employees, as long as the total ceiling for all employees was not exceeded.

Under the government staff reduction program of the Reagan administration, the voluntary switch to part-time work was encouraged because it allowed agencies to meet their lower personnel ceiling without reducing staff.

The U.S. approach to part-time work is more compulsory than any of the programs which have been implemented or proposed in Canada, but it seems to be achieving its objective of creating more part-time jobs at all levels of the United States federal public service.

Commission Recommendations

In summary, it is clear that the attitudes of governments toward part-time workers is the key to whether or not part-timers will become equal participants in the work force. If governments, as legislators and as employers, decide to improve the status of part-time workers, private industry will soon follow suit. The first step governments should take is to introduce changes in employment standards legislation to guarantee equal treatment of part-time workers. The second step is for governments as employers to introduce policies which ensure fair treatment of part-time workers in the public service and the opening up of career opportunities on a part-time basis.

The recommendations of the Commission regarding the issues raised in this section are included in Section G of Chapter 4 (the next section).

[32] Post office staff excluded.

G. Commission Recommendations

In formulating the recommendations for Chapter 4, the Commission took into consideration not only the views of all those who participated in the Commission's consultative process — the individuals, unions, women's groups, older workers, employers and governments — but also the research conducted for and by the Commission. The findings in Chapter 3 also provided new insights into the working life of part-time workers and the problems they face.

The recommendations in this chapter are divided into four groups;

- general recommendations;
- recommendations to the federal government;
- recommendations to governments as employers;
- recommendations on labour relations issues.

Recommendations regarding pensions and fringe benefits will be found at the conclusion of the respective chapters on those subjects, Chapters 5 and 6.

1. General Recommendations

The vast majority of those who presented their views to the Commission were convinced that part-time work has become a permanent part of the Canadian labour force and can no longer be ignored as it has been in the past. They emphasized that part-time work can be an acceptable work alternative for both men and women, provided that part-time workers are treated fairly by employers and unions, and provided that part-time jobs are not created to displace full-time jobs.

The Commission makes the following recommendations:

- **Part-time work should be recognized as a necessary component of the labour market. If it is fairly remunerated, it has advantages for employees, employers and society as a whole. Part-time work should be encouraged at all job levels in all industries as:**

  (a) part of an overall strategy designed to give workers more flexibility in planning their work and home responsibilities; and

  (b) part of a process of social change which would encourage men and women to adopt a division of remunerated jobs, housework, and family responsibilities.

- **Part-time work should not be expanded at the expense of full-time work. Employers should be encouraged to ensure that existing full-time employees do not lose their jobs as the result of the introduction of part-time work.**

- **Part-time work should be voluntary. Employers should not turn full-time positions into part-time without prior discussion with workers and/or unions.**

2. Recommendations to the Federal Government

The Commission believes that the federal government has a responsibility to insure that the legislative protection and the government services it provides for full-time workers are also available to part-time workers. The Commission believes that the Labour Standards in Part III of the Canada Labour Code were not written with the deliberate intention of discriminating against part-time workers, but because the existence of part-time workers was not even considered, the result has been unequal treatment for part-time workers. It is therefore essential that the Canada Labour Code, Part III be amended. It is also important that government services to workers, such as those offered by Canada Employment Centres, be provided on an equal basis to part-time workers.

The Commission therefore makes the following recommendations:

- **The federal government should amend the Canada Labour Code, Part III (Labour Standards) to:**

  (a) ensure that part-time workers receive the same protection, rights and benefits (on a prorated basis) as those now guaranteed to full-time workers;

  (b) ensure that seasonal workers who work regularly each year for the same employer are allowed to participate in employer-sponsored benefit plans on the same basis as other part-time workers, and ensure that these workers are also allowed to accumulate credit for their months of employment so as to enable them to gain seniority for salary increments, lay-offs and recalls;

  (c) introduce a new labour standard to establish the minimum number of hours per day for which a part-time employee must be paid if he/she is called in to work.

- **The federal government should encourage provincial governments to amend their labour standards legislation to provide workers under their jurisdiction with the protection, rights and benefits outlined in Recommenda-**

tion 5 (regarding pensions and fringe benefits) and Recommendation 10 (reprinted above).

- **Part-time workers should receive equal pay for work of equal value, regardless of the average number of hours per week or month which they work. The Commission therefore urges the federal government to encourage all jurisdictions which do not presently include the "equal value" concept in their legislation (that is all except the federal government and Quebec) to adopt it.**
- **The federal government should amend the Canadian Human Rights Act to do away with mandatory retirement to enable older workers to work part-time.**
- **In view of the opposition to mandatory retirement expressed by older workers, and their interest in phased retirement, the federal government should investigate, in cooperation with the provinces, the possibility of providing flexible retirement options by changing the CPP/QPP legislation so that those workers who phase into retirement could draw a partial pension from the public system to replace earnings lost as a result of changing from full-time to part-time employment. This investigation would include an examination of the Swedish partial pension system.**
- **All Canada Employment Centres should establish a part-time workers' "desk" to:**

  (a) receive applications from and provide counselling for persons seeking part-time jobs;

  (b) receive orders from employers for part-time job opportunities;

  (c) endeavour to fill part-time job opportunities with individuals seeking part-time jobs;

  (d) assist those interested in job sharing to find a job sharing partner and urge employers to consider applications from job sharing teams;

  (e) encourage employers to indicate on job placement advertising that "this position is open to full or part-time applicants."
- **Canada Employment and Immigration job training programs, particularly in the technical and vocational areas, should be provided on a part-time basis to:**

  (a) assist unskilled workers to break out of their job ghettos;

  (b) help re-entry women by providing flexible hours of training which coincide with children's school hours;

  (c) target retraining programs for part-time workers whose jobs are disappearing as a result of technological change.
- **Labour Canada should publish an information pamphlet on part-time work and job sharing which would be available to employers, prospective part-time workers and job sharers at all Labour Canada and Employment Canada offices.**
- **Funding should be available to assist non-profit organizations to establish educational and information programs for employers and workers regarding alternative work arrangements.**
- **The federal and provincial governments should cooperate to institute a Canada Child Care Act to ensure the adequate funding of a system of non-profit, affordable, accessible, high quality child care facilities with the flexibility to meet the needs of parents who work part-time and their children.**

3. Governments as Employers

Governments as employers have a responsibility to act as model employers and thus set an example for employers in the private sector. The federal government, in announcing its part-time employment policy of 1980, did take the first step in a program to provide equitable treatment for part-time workers in the federal Public Service. However, that policy announcement was an initial step. Full implementation of the policy is long overdue.

The Commission therefore makes the following recommendations:

- **The Federal Treasury Board policy on part-time work within the federal Public Service should be implemented as promised, by amending the Public Service Superannuation Act to provide all part-time employees with prorated pension benefits.**

  In addition, the following changes should be made in the part-time work policy:

  (a) The classification of part-time workers based on the number of hours worked, or the number of months worked, should be abolished;

  (b) Managers should be given incentives to encourage part-time work and job sharing in their departments;

(c) Part-time workers should be given access to opportunities for promotion and training;

(d) The Public Service Staff Relations Act should be amended to give all part-time employees the right to unionize.

- **The role of the Equal Opportunities for Women office within the federal Public Service should be expanded to give it the responsibility for encouraging flexible work arrangements such as part-time work and job sharing within the Public Service.**

4. Recommendations on Labour Relations Issues

It was clear from the presentations to the Commission and from the analysis of statistics on union membership that the part-time workers who belong to unions (18 per cent compared to 36 per cent of full-time workers)[33] are better off in terms of wages, benefits and job protection than those who do not. However, it was also pointed out to the Commission that not all unions treat their part-time workers fairly.

There are also problems associated with unionizing part-time workers, one of the major ones being the practice in Ontario of excluding part-time workers who work less than 24 hours per week from the same collective bargaining units as full-time workers. Figures are not available for Ontario, but the Commission's research showed that 83 per cent of part-time workers who worked during the average week in Canada worked less than 24 hours. The Canada Labour Relations Board, on the other hand, has a policy of including regular part-time workers in bargaining units, but of excluding casual part-time workers.

The Commission therefore makes the following recommendations:

- **The Canada Labour Relations Board, which has a policy of including both full-time and regular part-time workers in the same bargaining unit, should also include all other part-time workers in those same bargaining units.**

- **Labour Canada should encourage the unionization of part-time workers by urging provinces which prescribe separate bargaining units for part-time workers to integrate all part-time employees into the same collective bargaining unit as full-time employees doing the same work.**

- **Labour Canada should encourage all trade unions and other employee associations to:**

  (a) work towards equitable treatment of part-time workers by bargaining for equal pay, prorated benefits and access to the same seniority lists as full-time workers;

  (b) promote alternative working arrangements and assist members who may be seeking more flexible working arrangements;

  (c) involve their part-time workers more fully in union activities.

- **The federal government should encourage employers, including government, to:**

  (a) offer part-time work throughout the whole spectrum of skills and occupations and at all levels of their organizations;

  (b) provide part-time workers with access to training programs, promotional opportunities, job security and seniority on a basis comparable to their full-time counterparts;

  (c) allow both male and female employees to have the option of reducing their work week, with a proportional reduction in wages and benefits, for a period of time to meet life style changes such as birth of a child, approaching retirement, excessive stress or the desire for more leisure;

  (d) consider providing more flexible retirement options by allowing those who have previously been employed on a full-time basis to phase into retirement by working part-time while at the same time:
  (1) continuing contributions to the pension plan; and/or
  (2) receiving a partial pension.

Recommendations regarding pensions and fringe benefits will be found at the conclusion of Chapters 5 and 6.

[33] See Table 6, Chapter 3 for details.

CHAPTER 5

Pensions for Part-time Workers

A. Introduction

(Note: Definitions of pension terms are included in the Glossary, Appendix G.)

The lack of pension coverage for part-time workers was one of the most often-raised issues at the Commission's public hearings across the country. Unions, women's organizations and individual part-time workers all demanded action to allow part-time workers, many of whom work for one employer for many years, access to company pension plans. Most employer associations were just as adamant in insisting that the administrative complexities and the direct costs of including part-timers in private pension plans would be prohibitive.

In an effort to find a solution to this problem, the Commission asked Monica Townson, an Ottawa economic consultant who has been an active participant in the Canadian pension debate for several years, to conduct a research study on the feasibility of providing pensions for part-time workers. This chapter of the Commission's report is based on her research paper *Pensions for Part-time Workers*.

Townson's study examined the following issues:

- current participation of part-time workers in employee-sponsored pension plans;
- arguments for and against the expansion of pension coverage to part-time workers;
- possible standards for the inclusion of part-time workers in private pension plans;
- implications for pension plan design if part-time employees are included;
- the phased retirement system now operating in Sweden with a view to determining its feasibility in Canada;
- the effectiveness of the public pensions system (Canada and Quebec Pension Plans) in providing retirement income for part-time workers;
- proposals for change in both public and private pension systems that would be needed to ensure pension coverage for part-time workers.

Townson's major findings are summarized in this chapter of the Commission's report, and her report on the Swedish system of phased retirement appears in Chapter 4, D, Older Workers.

B. Pensions for Part-time Workers

1. Who is covered today?

The retirement income system in Canada has been described as a three-tiered system. The first tier, provided by public pension programs, consists of the flat rate Old Age Security (OAS) pension, supplemented by an income-tested federal Guaranteed Income Supplement (GIS) and various provincial supplements, together with mandatory, earnings-related Canada/Quebec Pension Plan (CPP/QPP) to which all paid workers must contribute.

The second tier of the system consists of the private, employer-sponsored pension plans, while the third tier is made up of private savings programs such as Registered Retirement Savings Plans (RRSPs), investments and other arrangements that individuals may make to supplement the first two tiers of the system.

All paid workers, whether employees or self-employed, full-time or part-time who earn more than a certain minimum amount, must contribute to the CPP/QPP. Retirement benefits from these programs are equivalent to 25 per cent of average annual lifetime earnings, up to certain maximums.

Less than half the Canadian work force has access to the second tier of the retirement income system, that is to pension coverage through a private, employer-sponsored pension plan. About 4.5 million workers were members of employer-sponsored pension plans at the beginning of 1980 (the latest date for which information is available). Plan membership represented about 40 per cent of the labour force. However, when the unemployed, unpaid family workers and part-time workers are excluded from labour force data, private pension plan membership was equivalent to about 54 per cent of paid workers with full-time jobs. (See Table 1.)

Pension plan coverage varies considerably according to the particular industrial sector. Less than one per cent of workers in agriculture are pension plan members, while virtually 100 per cent of those employed by various levels of government are members of an employer-sponsored pension plan. Coverage is low in the trade sector and in the community, business and personal service, the two sectors where the majority of part-time workers are found.

TABLE 1
Proportion of Total Labour Force and Paid Workers in the Labour Force* Covered by Pension Plans, 1980

	Male	Female	Total
Number of pension plan members	3,097,696	1,377,733	4,475,429
Percentage of total labour force	45.1	31.2	39.7
Percentage of paid workers (including unemployed)	50.6	34.6	44.3
Percentage of all employed paid workers	54.2	37.6	47.7
Percentage of full-time employed paid workers	57.3	47.8	54.0

Source: *Pension Plans in Canada, 1980*. Statistics Canada Catalogue 74-401, March 1982.

*Labour Force data are annual averages for 1979.

Published data on pension plan membership do not distinguish between pension plan members who are full-time workers and those who may be part-time workers. However, it is probably safe to assume that the vast majority of pension plan members are full-time workers. When the plan membership data are compared with the number of full-time workers in various industrial sectors, the trade and service sectors of the economy still have the lowest pension coverage of any sectors, excluding agriculture. Pension plan members in the trade sector represent only 21.3 per cent of full-time workers, and in community, business and personal service, pension coverage represents only 28.2 per cent of full-time employment. (See Table 2.)

These two sectors also have a slightly higher percentage of unpaid workers than most other sectors of the economy. Paid workers represent about 89 per cent of total employment in each of the two sectors.

2. Should Part-time Workers Be Included?

Arguments have been advanced both for and against the inclusion of part-time workers in employer-sponsored pension plans. The choice has been between one of equity for the worker versus efficiency and cost saving for the employer.

a. Arguments in Favour of Inclusion

The arguments in favour of including part-time workers in private pension plans have come from many sources — unions and women's organizations which presented briefs to the Commission, a previous

TABLE 2
Employment and Pension Plan Membership by Industry, 1980

	Full-time 000's	Part-time 000's	Total	% of Part-time Workers	Members of Pension Plans 000's	Pension Plan Members as % of Total Employment	Pension Plan Members as % of Full-time Employment
Agriculture	401	82	483	17.6	1	0.2	0.2
Mines, quarries, oil wells	165	...	167	...	114	68.2	69.0
Manufacturing*	2,111	61	2,176	2.8	1,137	52.3	53.9
Construction	607	33	640	5.2	303	47.3	49.9
Transportation and Communications	855	42	898	4.7	441	49.1	51.6
Trade	1,420	385	1,805	21.3	303	16.8	21.3
Finance, insurance and real estate	502	40	553	9.0	220	39.8	43.8
Community, business and personal service	2,340	602	2,943	20.5	661	22.5	28.2
Public Administration	666	38	705	5.4	1,295	98.0†	98.0†
All Industries	9,068	1,301	10,369	12.5	4,475	43.2	49.3

Source: *Pension Plans in Canada, 1980*, Statistics Canada Catalogue 74-401. *The Labour Force*, December 1979, Statistics Canada Catalogue 71-001.

*Includes forestry, fishing and trapping.

†See note 2 below.

Notes: 1. Labour force data are annual averages for 1979 and do not include Armed Forces.
2. Industrial classifications used for pension plan membership data differ slightly from those used for labour force data. Public administration membership data includes Armed Forces personnel and other workers who may appear under different classifications in the labour force data. The percentage calculation for this category is therefore only an approximation.
3. Employment shown is for all classes of workers, including unpaid family workers.

TABLE 3
Income Replacement Levels Provided by Public Pension Benefits 1981

Pre-retirement Earnings	Old Age Security	Canada Pension Plan	Guaranteed Income Supplement	Total Benefits	Replacement Rate
Unattached Individual					
$ 9,250 (½ x AIW)	$2,600	$2,300	$1,500	$6,400	69%
$18,500 (AIW)	2,600	4,600	300	7,500	41
$27,750 (1½ x AIW)	2,600	4,600	300	7,500	27
Two-earner couple (joint income)					
$27,750 (AIW + ½ AIW)	5,200	6,900	670	12,770	46
$37,000 (1½ AIW + ½ AIW)	5,200	6,900	670	12,770	35
$46,250 (1¾ AIW + ¾ AIW)	5,200	8,050	90	13,340	29

Note: CPP benefits are assumed to 25% of earnings up to the average industrial wage.

government study on part-time workers and from many of the participants in the current debate over reform of the entire pension system in Canada.

The views of unions and women's organizations are outlined in Chapter 4, B and C. The Canada Employment and Immigration Advisory Council, in its March 1981 report entitled *Elements of a Policy on Part-time Employment,* called on governments, employers and employees to "promote job situation equity between full-time employment and part-time employment, in terms of total compensation," and said that governments should "study the advisability of providing optional or compulsory pro rata coverage under private and public pension plans to part-time employees."

Pension reform publications which have dealt with the issue of including part-time workers in pension plans, include: the 1979 Report of the Special Senate Committee on Retirement Age Policies, the 1982 report of The Canadian Association of Pension Supervisory Authorities, the 1980 Report of the Royal Commission on the Status of Pensions in Ontario, and most recently, the 1982 federal green paper, *A Consensus for Pension Reform.*[1]

Pension coverage for part-time workers is seen by many as a way of providing better pensions for women — an objective which has become a major focus of the current pension debate. Lack of pension coverage for part-time workers, 72 per cent of whom are women, undoubtedly contributes to the fact that the vast majority of women enter retirement without any private pension income at all. The majority of elderly unattached women have to rely on OAS/GIS as their only source of income in retirement. Lack of pension coverage for part-time workers may also result in differences in total compensation (assuming that pension coverage is considered as part of compensation) between males and females in firms which employ part-time workers — a situation which could be contrary to provisions of human rights laws in some jurisdictions.

b. Arguments Against Inclusion

The arguments against including part-time workers in pension plans may be broadly grouped into two areas: those presented by employers, who believe that increased costs might result in reduced opportunities for part-time employment; and the argument that private pension coverage is not the most efficient way to provide retirement income for these workers.

Looking first at the employer arguments, Dr. Frank Reid, in Chapter 6 of this report, estimates that mandatory inclusion of part-time workers in employer-sponsored pension plans (for those employers who provide pension coverage for their full-time workers) would increase costs to the employer by five to nine per cent of labour costs for part-time employees.

While many employer associations told the Commission that such increases in costs would force them to reduce their part-time labour force, or reduce the hours of work of part-time staff, the survey of employers conducted for the Commission by Ernst and Whinney indicated the exact opposite. In their survey of 204 employers, representing 250,000 employees, 76.3 per cent of the employers said that prorating benefits for part-time workers would not affect their hiring patterns. (See Chapter 4, E, 3 for details of the survey.)

Another common argument against including part-time workers in pension plans, which was made by many employer associations, is that most part-timers are women who are probably covered by their

[1] Health and Welfare Canada and Department of Finance. *Better Pensions for Canadians,* Ottawa, 1982.

husband's pension plans. When one remembers that fringe benefits, such as pensions, are really part of a total pay package, this argument becomes quite irrational.

Compensation levels for full-time workers are not established on the basis of marital status. There is no reason, then, why access to fringe benefits, which are part of the total compensation package, should be denied part-time workers on the grounds of sex and marital status. In fact, such denial could also be seen as contrary to the spirit and probably also the actual provisions of human rights legislation in various jurisdictions.

Most people would reject the argument that a working woman with part-time earnings should be denied replacement income for those earnings at retirement on the grounds that she happened to be married while she was employed part-time. The husband's pension (if his employer provides one) is calculated to replace his income alone and not the couple's joint income. It may not provide for a survivor's benefit (66 per cent do not), so that in the event of his death, the pension would cease. And if the marriage ended in divorce (as one in three marriages now do), the wife may not receive a share in the pension credits built up during the marriage. In most Canadian provinces private pension entitlements are not subject to division between spouses as part of a matrimonial property settlement.

The second argument against pensions for part-timers is that there may be little advantage for low-income part-time workers in becoming members of private pension plans. Membership of contributory pension plans, for example, would compel these workers to set aside part of their income, which may already be inadequate, in order to acquire pension benefits at retirement which will simply reduce the retirement income they might otherwise have received through the income-tested GIS and provincial supplements for which no contributions are required. In addition, GIS benefits are not taxable. The end result might be that by forgoing income during their working years, part-time workers who contribute to private pension plans may end up with retirement incomes that are no larger than they would have received without plan membership. After tax income may indeed be lower.

While there is some merit to these arguments, the major fallacy is that the calculations are based on the one-earner couple — a married man with a wife who does not work outside the home.

Because (the wife) will qualify for OAS (and possibly GIS) regardless of the fact that she has no labour force attachment, their joint income from government pension programs (the first tier of the pension system) will replace a high percentage of the husband's earnings before retirement. And the lower his earnings, the higher will be the replacement ratio provided by the public pension systems.

The high replacement ratio provided by government pension programs for a one-earner couple does not hold true for single persons or two-earner couples. Since part-time workers are unlikely to be sole earners in a one-earner couple, it would appear that any examination of whether or not additional pension coverage is needed for these workers should focus on the replacement ratio provided by government programs for single individuals or two-earner couples.

Estimates of the replacement rates of government programs for these situations are shown in Table 3.

Although the table ignores tax implications, both for pre-retirement and post-retirement incomes, it shows clearly that government programs do not provide "a very significant replacement of pre-retirement earnings" as some observers have claimed.

C. Setting Standards for the Admission of Part-time Workers to Private Pension Plans

1. Plans which Include Part-time Workers

A survey of employers who allow part-time workers to participate in pension plans in Canada was conducted for Townson's study by William M. Mercer. The survey identified 21 pension plans which currently allow the participation of part-timers, six of which also allow the participation of part-year workers. The plans had the following characteristics:

- most of the plans include part-time workers on a mandatory basis in the same way as full-time workers;
- seven of the 21 plans allowed part-time or part-year workers to participate on a voluntary basis;
- 14 of the 22 plans specify minimum hours of work for pension plan participation, with the most common requirement being one-half of a normal work week or more;
- eight plans had no minimum hours of work;
- of the six plans which permit participation of part-year workers, four stipulate a minimum number of months, which varied from five to nine, must be worked per year;
- seven of the 21 plans allowed part-time or part-

year workers to participate on a voluntary basis;
- 14 of the plans were contributory and seven were non-contributory.

It would appear that some employers have been able to include part-time workers in pension plans without too much difficulty.

2. Setting Eligibility Criteria for Part-time Workers

The eligibility conditions for admission to employer-sponsored pension plans are usually based on a minimum age requirement and/or the completion of a minimum period of service, although many plans set no conditions at all and a qualified employee may join as soon as he or she is hired.

Some of the reluctance to include part-time workers in pension plans is based on the belief, held by many employers, that part-time workers are not committed to their jobs, that they change jobs more frequently than full-timers and would thus increase administrative costs if included in pension plans.

The Commission's research findings on job tenure are discussed in detail in Chapter 3 of this report, but the basic conclusions drawn from the research is that job tenure is largely a function of age, not of whether the person works full or part-time.

The young have short job tenure because they (especially students) move in and out of part-time work during the year, and, because they have simply not lived long enough to have worked for many years. Once age is partially controlled (see Chapter 3, Diagrams 17c and 17d), the job tenure of workers under the age of 25 (men or women, full-time and part-time) is very similar, and very short. In the group of workers over the age of 25, men do have longer job tenure than women, and full-time workers do have longer job tenure than part-time workers. But the job tenure differences between full-time and part-time workers are substantially reduced. (See Table 4.)

Moreover, were the data collected in a different manner, it is probable that the full-time and part-time differences would be reduced even further. Job tenure in the Labour Force Survey is defined as a period of continuous employment with vacation, sick leave and temporary lay-off being considered as continuous employment, as long as the worker has a job to return to. But where people work on-call, or in seasonal jobs, job tenure reflects only the most recent spell of employment. The part-time retail sales clerk who works in each of the seasonal retail peaks at the same store for over 20 years, and the part-time nurse who works on-call or on summer relief at the same hospital for over 20 years, may both be recorded as having less than one year of job tenure in each of the 20 years in which they worked.

TABLE 4
Job Tenure

	All Ages		Workers Under 25 Years		Workers 25 Years and Over	
	Less than 1 year	11 and more years	Less than 1 year	11 and more years	Less than 1 year	11 and more years
Per cent of part-time workers	45	10	62	0	31	19
Per cent of full-time workers	24	27	50	0	16	34

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished.

The statistics on job tenure left the Commission with the question of whether it was equitable to exclude the part-time worker over 25 from pension plans because of the job tenure of those under 25. A solution to this problem, for both full and part-time workers, has been proposed by the Canadian Human Rights Commission.

In its amended Benefit Regulations of August 1982, the Commission states that, "Under a pension plan, an employee may be excluded from joining the plan because of age until attaining the age of 25 years, provided that he is allowed to participate voluntarily prior to that age in plans where the employees contribute."

Similar eligibility criteria for participation of full and part-time workers have also been proposed by the Canadian Association of Pension Supervisory Authorities (CAPSA), whose members are senior government officials who administer pension regulatory legislation in the six provinces where it exists and in the federal jurisdiction.[2]

These criteria would resolve the administrative problem for employers, and if the part-time employees under 25 were paid cash in lieu of the employers' pension contributions, it would also solve the equity problem for part-time workers.

[2] Canadian Association of Pension Supervisory Authorities, *A Consensus for Pension Reform*, May 1982.

The final question on participation is: should it be voluntary or mandatory? The CAPSA proposal recommends that coverage be mandatory. Townson itemized the reasons for supporting mandatory membership:

- where plan membership is mandatory for full-time employees, it might create discontent, particularly among low income full-time employees, if membership for part-time employees were voluntary;
- mandatory membership eliminates the problem of compensation differentials between employees who join the plan and those who do not;
- optional coverage tends to favour those who are higher earners and those who are better informed and they would get the benefit of the employer's contribution;
- in non-contributory plans, an employee who failed to join would be forgoing a valuable benefit;
- where membership is optional, there is a risk that older workers and those with health problems would join, while younger and healthy employees may refuse to participate.

D. Designing a Pension Plan for Part-time Workers

Two types of employer-sponsored (or private) pension plans are common in Canada, the "defined benefit" or "unit benefit" plan, and the "defined contribution" or "money purchase" plan. In the defined benefit plan, the retirement benefit is defined as a specified percentage of pre-retirement earnings and is related to the length of service. To include part-timers in this type of plan, the employer must decide how to prorate salary and length of service to determine the amount of retirement benefits.

In money purchase plans, the amount of the eventual pension benefit is not defined. Instead, the employer and employee agree to contribute a certain percentage of the employee's salary to a fund which earns a return. The money that has accumulated in the fund when the employee reaches retirement is used to buy an annuity. Length of service is not a factor in such plans and contributions are based on actual salary. Thus coverage of part-time workers would involve no problems of prorating.

More than 41 per cent of all pension plans are of the money purchase type, but less than five per cent of all pension plan members are enrolled in this type of plan. This is because money purchase plans, which are less costly and easier to administer are most common among small employers with few employees.

TABLE 5
Pension Plan Membership by Type of Benefit, 1980

Type of Plan	Percentage of Plans	Percentage of Members
Unit Benefit Plans		
Final earnings	0.1	0.2
Final average earnings	2.6	3.1
Average best earnings	12.7	55.1
Career average earnings	30.8	13.4
Level percentage of earnings	...	...
Total unit benefit	46.5	71.9
Money purchase plans	41.2	4.7
Profit sharing plans	1.0	0.4
Flat benefit plans	8.5	21.7
Composite plans	1.7	0.7
Other	0.8	0.3
Total	100.0	100.0

Source: Statistics Canada. *Pension Plans in Canada 1980.* Catalogue 74-401, Table XIII. March 1982.

1. Prorating Problems of Defined Benefit Plans

Prorating of defined benefit pension plans will cause some complications. Almost 72 per cent of pension plan members are enrolled in defined or unit benefit plans (see Table 5) where retirement benefits are related in some way to salary and length of service. Another 22 per cent of plan members are in flat benefit plans where the pension provides a fixed monthly amount related to service, regardless of earnings when employed. In all of these plans, prorating of earnings and service may present some difficulties for employers.

In the United States, the 1978 Federal Employees Part-time Career Employment Act makes provision for part-time career opportunities within the federal public service and provides for the extension of pension coverage to part-time employees regardless of how few hours they work. Pension benefits for these employees are calculated by giving them a full year's service credit for a year of part-time work and basing the pension on actual salary. An employee who worked half-time for three years, for example, earning half the salary of a full-time employee, would be credited with three full years' service at 50 per cent of a full-time salary. The final pension would thus be one-half of that earned by a full-time worker with the same length of service.

A number of Canadian employers who include

part-time workers in their pension plans follow this procedure. Other employers prorate both the service and earnings so that the pension earned by a part-time employee is less than proportionate to that earned by a full-time employee at the same level and with the same length of service.

Another factor that has to be considered in prorating is that the lifetime work pattern may include periods of both full-time and part-time service and the part-time service may be at varying proportions of full-time hours. Similarly, persons who work full-time all their lives and then phase into retirement by working part-time would have to be taken into account.

At the present time, Canadian employers who permit the participation of part-time workers in pension plans use a variety of forumulae to calculate retirement benefits. Some of these unduly penalize part-time workers in comparison with their full-time colleagues. Because of differences in plan design, it would probably be difficult to specify a particular form of prorating to be adopted by all employers. However, in establishing standards for the inclusion of part-time workers in pension plans, a policy objective might be to ensure that whatever prorating formula is used, pension benefits available to part-time workers should be in proportion to those earned by full-time workers in similar occupations and at comparable salary levels.

2. Money Purchase Plans — Advantages and Disadvantages

Prorating problems with money purchase plans are practically non-existent, because no specific pension benefit is promised and length of service does not enter into any formula. For part-time employees it would merely be necessary to determine what percentage of salary would be contributed to the plan by both the employer and the employee. In fact, because only the contribution is defined, this type of plan might seem particularly appropriate for low income or part-time workers since a smaller percentage of salary might be allocated to the plan than in the case of full-time workers.

Money purchase plans are simple to administer and less costly for employers than other types of pension plans, hence their popularity with small employers. A number of proposals for pension reform generally have focused on money purchase plans as a good way of improving pension coverage without adding undue burdens on employers, at the same time addressing other problems such as vesting and portability.

There are now a number of schemes in existence which provide for portability of pensions by setting up a money-purchase plan for a group of employers. A plan of this type has been designed especially for small employers by the member companies of the Canadian Life and Health Insurance Association. The Retail Council of Canada and the Ottawa Board of Trade have similar plans for their members.

Proposals put forward by the Royal Commission on the Status of Pensions in Ontario, by CAPSA and in the federal government green paper on pensions suggest the establishment of universal private pension accounts to which both the employer and the employee would contribute and which would operate much like a money purchase pension plan or RRSP with the funds locked in until the employee reaches retirement.

At first glance, such proposals appear to offer an attractive way of dealing with many of the problems involved with the extension of pension coverage to part-time workers. In fact, it has been suggested that employers who provide some version of a defined benefit plan for their full-time employees might deal with the question of part-time employees by establishing a separate money purchase plan for these workers.

The difficulty with this suggestion is the problem it would pose for employees who transfer from full-time employment to part-time and then perhaps back to full-time again. Would accumulated credits in the defined benefit plan be transferred to the money purchase plan and then back again? A number of rather complicated technical questions would have to be addressed, somewhat along the lines of those raised in the previous discussion on prorating.

The most serious difficulties, however, arise because of the nature of money purchase plans generally. The disadvantages of such plans are well-known:

- the economic risks of providing pension benefits are borne entirely by the individual employee;
- benefits under these plans are generally lower than they are under pension plans where the benefit formula is related to salary and service;
- benefits may also differ according to sex. A woman worker whose contributions are identical with those made by a man will receive a lower pension. (This could be remedied by the adoption of unisex mortality tables.) As a result of regulations by the Canadian Human Rights

Commission, such differences are not permissible for money purchase plans falling under federal jurisdiction;
- the amount of the annuity that can be bought with accumulated contributions will depend on cyclical conditions prevailing in financial markets at the time of retirement. Individuals who make identical contributions and who retire within a short time of each other may end up with very different benefits;
- the income replacement ratio in retirement will depend entirely on the rate of return of the plan and no specific replacement ratio is guaranteed;
- there is a very long phase-in period before such plans reach maturity.

3. Actuarial Considerations

Including part-time workers in pension plans will create some additional complexities for actuarial valuations of the plans, but these are not insurmountable.

E. A Better Deal for Part-time Workers

It seems clear that a person whose lifetime work history includes periods of part-time work will have experienced periods of low earnings and will reach retirement with lower average earnings over a working career than someone who has been employed full-time continuously. It is also obvious that these people are going to require some additional retirement income, over and above that provided by the existing public programs, if they are to maintain an adequate standard of living in retirement.

The major difficulty of trying to provide that income by including part-timers in employer-sponsored pension plans is that these plans are not available even to many full-time workers. Only 54 per cent of full-time paid workers in Canada have access to coverage through an employer-sponsored pension plan. Pension coverage in the three sectors of the economy where most part-time workers are found is very low even for full-time workers. Only 0.2 per cent of full-time agricultural workers are pension plan members, while 21 per cent of full-time workers in the trade sector have pension coverage and 28 per cent of employees in the community, business and personal service sector are pension plan members. (See Table 1.)

It follows, then, that whatever improvements are made to private pension plans and whatever adaptations are made so that part-time workers may be included, the majority of part-time workers still will not have pension coverage through the private pension system because most of their employers do not provide pension plans for any of their employees.

1. Changes to the Private Pension System

Despite the fact that only a small percentage of part-time workers have access to employer-sponsored pension plans, there are changes that should be made now to protect their pension contributions and those of part-timers who could be included in the near future. The Commission believes the following changes should be studied:
- development of suitable standards of eligibility for part-time workers;
- development of a prorating formula that would ensure equitable treatment of both full and part-time workers;
- introduction of federal and provincial legislation to require employers to provide better protection against inflation, possibly through the excess interest method; (otherwise, the value of a vested deferred benefit may have been completely eroded by inflation by the time the part-time employee reaches retirement).
- vesting of pension benefits after no more than two years on the job, rather than the current typical requirement of ten years of service. Employees would then have a right to benefits arising from employers' contributions as well as their own much sooner.
- introduction of a system of portability which would allow workers to take their vested pension credits with them when they move to a new job.

2. A Regulatory Solution?

A regulatory solution to the pension problem in Canada would not be easy, for the usual reason — the issue of federal-provincial jurisdiction. At the present time, private pension plans which are under provincial jurisdiction are regulated in only six provinces — Ontario, Quebec, the three prairie provinces and Nova Scotia. The federal government has also passed regulatory legislation covering companies, such as banks and railways, which are under federal jurisdiction.

In addition to these regulations, pension plans must be registered with Revenue Canada to qualify for income tax deductions. A plan sponsor who wanted to introduce phased retirement, for example, would have to make sure that the arrangements fell

within the rules laid down by Revenue Canada. The rules specify normal retirement age, eligibility for participation, fundings requirements and so on.[3]

If changes are to be made to employer-sponsored pension plans throughout Canada, pension benefits standards legislation would have to be changed in those jurisdictions where it exists. In other jurisdictions, legislated change would, of course be impossible.

CAPSA has developed proposals to address many of these issues, including the adjustment of pension benefits for inflation, vesting, and coverage for part-time workers. Some of these proposals, notably those on indexing, have been opposed by the pension industry.

While it would clearly be difficult to apply uniform standards to pension plans right across Canada, the CAPSA report represents an attempt to set out minimum conditions for reform of the private pension system on which regulatory authorities might agree. Many of the proposals, while not specifically addressed to part-time employment, would nevertheless be beneficial for part-time workers.

The federal government's green paper on pensions makes very similar (although less detailed) proposals to those contained in the CAPSA report.

3. Expansion of the Public Pension System

During the pension debate of the past few years, many critics of Canada's pension system, both private and public, have come to the conclusion that the only solution which will ensure decent pensions for the vast majority of Canadian workers is an expansion of the CPP/QPP. The major reason behind this conclusion is that only 54 per cent of Canadian workers are covered by private, or employer-sponsored pension plans. This means that for 46 per cent of the work force the CPP/QPP is the only contributory plan they have. Unless the CPP/QPP is expanded, a large proportion of that 46 per cent will be living out their retirement years in poverty.

For part-time workers, the picture is even bleaker. The vast majority of employers in the industrial sectors where part-time workers are found, do not have pension plans at all. As Table 2 shows, only 16.8 per cent of employees working in trade and 22.5 per cent of those in community, personal and business services are covered by company pension plans.

Before evaluating the pros and cons regarding expansion of the CPP/QPP, it is helpful to understand how it functions today.

a. How CPP/QPP Works

All paid workers, regardless of hours worked, must contribute to the Canada/Quebec Pension Plan. While a basic minimum (the Yearly Basic Exemption or YBE) is established each year, below which no contributions are required, contributions are made on all earnings above that up to the Yearly Maximum Pensionable Earnings (YMPE). The YMPE is increased each year so that eventually it will be equivalent to the Average Industrial Wage (AIW).

The YBE and the YMPE are inflation indexed. The retirement pension is based on 25 per cent of average lifetime earnings (also adjusted for inflation) up to a maximum amount. In calculating this average, workers may exclude 15 per cent of the period between 18 and 65 to allow for periods of unemployment, further education or low earnings. The Quebec Pension Plan also allows contributors to exclude periods when they had a child under the age of seven. This "drop-out" provision was enacted for the Canada Pension Plan, but could not be implemented until the province of Ontario approved it. (Ontario announced in May 1983 that it will withdraw its veto.)

For some part-time workers, this drop-out provision, combined with the 15 per cent exclusion already in effect, might be sufficient to cover periods of part-time employment so that the final retirement benefit would be based on full-time earnings.

For 1982, the YBE is set at $1,600. At a $3 hourly wage, this would be equivalent to about 530 hours of work in a year, or around 10 hours a week. The average part-time worker usually works about 15 hours a week. Workers whose annual earnings are less than the YBE would make no contribution and thus would not be entitled to CPP benefits. The rationale for this is that workers who earn such low incomes should not be expected to contribute to the pension plan. These workers, if they have no other retirement income apart from the OAS would be entitled to the full GIS, for which no contributions are required.

b. Proposals for Improvement

i. Prorating the minimum and maximum levels – In the discussions on prorating fringe benefits for part-time workers, suggestions were made to the Commission

[3] Revenue Canada. *Information Circular 72-13R6.* January 1980.

that the YBE and the YMPE should be prorated for part-time workers. While this might sound logical at first glance, it would actually penalize part-time workers by forcing many who are now exempt from contributing (because they earned less than the $1600 YBE in 1982) to contribute. This would reduce their already meagre take-home pay but would have no effect on their pension income because they would automatically be covered by GIS if they had no CPP.

Workers whose income fluctuated from year to year and fell below the YBE some years, would also suffer. Although no contributions are required on that part of income below the YBE, the pension is calculated on total earnings (up to the maximum limit). A person whose lifetime yearly earnings averaged $5,000, for example, would receive a pension based on 25 per cent of those earnings, although contributions would have been made only on the earnings which exceeded the YBE each year.

If contribution rates for the CPP/QPP are increased above the current 1.8 per cent of earnings, low-income workers may find the burden harder to tolerate. One solution (suggested by the Canadian Labour Congress) might be to increase the YBE so that a higher proportion of income would be exempt from contributions.

As far as the upper limits are concerned, it should be pointed out that while no contributions are required on earnings in excess of the YMPE, no pension is payable on these earnings either.

ii. Expand the CPP/QPP – In view of the current problems with the private pension system, a number of groups have proposed that the Canada/Quebec Pension Plan be expanded to replace about 50 per cent of covered earnings instead of the current 25 per cent. Such an expansion would substantially improve the replacement ratio of the public system for low-income workers (many of whom are part-timers). The Canadian Labour Congress, which is among the groups supporting expansion of the public system, has calculated that for a person whose average lifetime earnings are half the average industrial wage, a 50 per cent replacement from the CPP/QPP would mean that total benefits from the public system, including OAS/GIS would be equivalent to 96 per cent of pre-retirement earnings. For a two-earner couple where both earn at half the average industrial wage, the replacement ratio of an expanded public system would be about 85 per cent. (See Table 6.)

The federal government Task Force on Retirement Income Policy suggested that a pension plan replacing about 40 per cent to 45 per cent of pre-retirement savings, would, together with OAS, "more or less maintain the pre-retirement living standards of one-earner couples in the middle income group."[4] While replacement ratios for one-earner couples are not appropriately applied to the needs of most part-time workers, nevertheless these calculations may serve as an approximate guide to retirement income needs.

TABLE 6
A Comparison of Annual Public Pension Benefits Available in 1981 Under the Current System and CLC Proposals

Level of Pre-retirement Earnings

	50% AIW		100% AIW	
Marital status and program	Current System	CLC Proposal	Current System	CLC Proposal
Unattached individual				
OAS	2,600	3,300	2,600	3,300
CPP	2,300	4,600	4,600	9,300
GIS	1,500	1,000	300	0
Total	6,400	8,900	7,500	12,600
Replacement rate	69%	96%	41%	68%
Two-earner couple	(2 x ½ AIW)		(1 AIW + ½ AIW)	
OAS	5,200	6,600	5,200	6,600
CPP	4,600	9,200	6,900	13,900
GIS	1,700	0	600	0
Total	11,500	15,800	12,700	20,500
Replacement rate	62%	85%	46%	74%

Source: Canadian Labour Congress. *The CLC Proposal for Pension Reform.* June 1982.

Notes: CPP benefits were calculated as if benefits were 25% of earnings up to the average industrial wage.
Benefit levels are rounded to the nearest $100.

iii. Effect on Part-time Workers as Low Income Earners – The Task Force points out that expansion of the mandatory (public) pension system would adversely affect low-income workers (which includes most part-timers) unless special measures were taken to protect them. It suggests two possible approaches:

1. Low-income workers might be exempted from the expanded portion of the plan. Under this approach, benefits and contributions would vary by earnings level. A 25 per cent pension would continue to be paid in respect of all earnings. In addition, a further 30 per cent pension would be paid in respect

[4] Task Force on Retirement Income Policy. *The Retirement Income System in Canada: Problems and Alternative Policies for Reform.* Ottawa, 1979.

of earnings in excess of one-half the AIW up to a new ceilinng of 1.5 times AIW.

A variation of this approach would require that all contributions on earnings below one-half the AIW be paid by the employer, while the normal employer/employee division of contributions would apply to earnings in excess of half the AIW.

2. Under the second approach, all participants would receive pensions that replace 45 per cent of average adjusted pre-retirement earnings. Contributions would be related to earnings in one of two ways:

- everyone would pay the same contribution rate but part of the contributions would be returned to low-income earners through a refundable tax credit.
- there could be a contribution rate schedule that would allow for higher CPP/QPP contribution rates on higher incomes.

The Task Force points out that the exemption system would leave those with low incomes very much in the same situation as they are now, receiving substantial benefits from GIS in retirement even though they had contributed to CPP/QPP all their working lives. The subsidy approach would provide subsidies to low-income earners throughout much of their working lives but would imply a much smaller role for the GIS.

4. Cash in Lieu of Benefits

One method that has been suggested for solving the problem of equity in total compensation between full and part-time workers is that part-timers be given cash in lieu of pension benefits. Proponents of this solution believe that it would be simpler for the employer to administer, and would have the advantage for employees of not requiring them to make pension plan contributions from their current income. The theory is that such workers could then buy their own pension coverage.

This method has been adopted by one union for some of its Ontario members. The Canadian Union of Public Employees, which has a high percentage of part-time workers among its membership, has negotiated collective agreements for various hospital workers where part-time employees are given an extra 12 per cent of salary in cash to make up for the fact that they do no participate in fringe benefits available to full-time employees. For some agreements, nurses are treated separately and given 14 per cent cash in lieu of benefits. Since it is estimated that the pension plan alone is worth about nine per cent of salary, the premium pay does not fully compensate for loss of benefits.

The unions which presented briefs to Commission hearings were almost unanimous in rejecting cash in lieu, mainly because they believed that most workers would not use the cash to provide benefits for themselves and would thus be left without a pension on retirement. There is also the added problem that such differences in treatment between part-time and full-time employees may create resentment on the part of full-time employees who might also prefer to have cash in lieu of benefits.

Commission Recommendations

The Commission believes that the information presented in this chapter and in Chapter 6 on Fringe Benefits provides conclusive evidence to support the view that if part-time workers are to be treated equitably in the Canadian labour force they must be included on a prorated basis in pension and fringe benefit plans where those plans are provided for full-time workers.

The Commission's position is based on two arguments. First, the term "fringe benefits," when used to describe such benefits as pensions, medical plans and disability insurance is really a misnomer. Such plans are no longer considered a "fringe" benefit, but have become an integral part of the pay package in organizations which provide benefits for their employees. If that fact is accepted, then equal pay legislation at both the federal and provincial levels would make it mandatory to provide those benefits on a prorated basis to part-time workers.

Second, the argument put forward by many employer associations, that part-time workers do not need pension and fringe benefit coverage because they are covered by their spouses (if married) or by their parents (if younger workers) is based on the assumption that compensation should be based on marital or family status. Since this basis of determining salaries or fringe benefits is not applied to full-time workers, and is in fact contrary to human rights legislation at both the federal and provincial levels, it is obviously discriminatory to apply it to part-time workers.

The Commission therefore recommends:

The federal government should amend the Canada Labour Code, Part III (Labour Standards) to introduce a new labour standard which would ensure that part-time workers are included in all fringe benefit and pension plans (on a prorated

basis) where an employer provides these benefits for full-time workers doing similar work.

(a) Because of the present economic climate, implementation of this recommendation should be carried out over a four-year period, based on the following schedule:

(1) part-time workers with more than ten calendar years of service with their employer should be included in the first year;

(2) part-time workers with more than five calendar years of service with their employer should be included in the second year;

(3) part-time workers with one or more calendar years of service with their employer should be included in the third year.

(4) part-time workers with less than one calendar year of service should begin to receive cash in lieu of benefits in the fourth year.

(b) Some part-time workers should be exempt from participating in the fringe benefit and pension plans. Instead they should be paid cash in lieu of benefits and these benefits should be phased in according to the schedule in (a) above. The exempt part-time workers should include:

(1) those under the age of 25, who according to Canadian Human Rights Benefit Regulations, may be excluded from fringe benefit plans because of age, provided that they are allowed to participate voluntarily prior to that age in plans where the employees contribute;

(2) those who work less than eight hours per week;

(3) those who have worked less than one calendar year for their employer;

(4) those who work for an employer who, in the opinion of Labour Canada, would find it administratively impractical to prorate fringe benefits.

(c) Part-time workers who work on a seasonal or part-year basis should also be allowed to participate in the plans or receive cash in lieu on the same basis as other part-time workers.

The exemptions in part (b) of the above recommendations are included in recognition of the high turnover rate of part-time workers, particularly those under the age of 25, and the high employer administrative cost of providing fringe benefits for employees who work less than eight hours per week.

The Commission also makes the following additional recommendations regarding pensions:

Formulae adopted to calculate earnings and/or length of service should result in pension benefits for part-time workers which are proportionate to those earned by full-time workers after allowance is made for different hours of work.

The federal government should amend its pension benefits standards legislation, and encourage those provinces where such legislation exists to do the same, so as to remedy the present shortcomings of existing private pensions in the area of vesting, indexing and portability, all of which result in inequities for both part-time and full-time workers.

It should be noted that these recommendations will not solve the problem of pension coverage for most part-time workers who work for organizations such as small businesses which do not provide pension plans for their full-time workers. Only 54 per cent of full-time paid workers in Canada have access to coverage through an employer-sponsored pension plan. Pension coverage in the three sectors of the economy where most part-time workers are found is very low even for full-time workers. Only 28 per cent of employees in the community, business and personal service sector are pension plan members, while 21 per cent of full-time workers in the trade sector have pension coverage and only 0.2 per cent of full-time agricultural workers are pension plan members.

It follows, then, that whatever improvements are made to private pension plans and whatever adaptations are made so that part-time workers may be included, the majority of part-time workers still will not have pension coverage through the private pension system because most of their employers do not provide pension plans for any of their employees.

The Commission therefore recommends:

In view of the lack of pension coverage in industries where most part-time workers are found, the above recommendations cannot be guaranteed to provide all part-time workers with adequate retirement income. Therefore, the federal government should work towards expanding the public, earnings-related pension system (CPP/QPP) to replace a higher percentage of pre-retirement

earnings, preferably 40 to 50 per cent of the Average Industrial Wage. At the same time, a method should be developed to offset the higher contribution rates for low-income workers, many of whom are part-time workers.

(Two additional pension recommendations (13 and 14), concerning older workers, are included in Chapter 4, G.)

CHAPTER 6

The Cost of Prorating Fringe Benefits

A. Views on Prorating

The debate over the question of paying fringe benefits to part-time workers on a prorated basis revolves, not unexpectedly, around the cost of such benefits. There are, in fact, two distinct costs that have to be considered. The first is the direct cost of the benefit, for example, the monthly premium which must be paid to an insurance company for a dental plan or for disability insurance. The second cost is the administrative cost to the employer. This includes the staff time and paper work involved in registering a new employee in each benefit plan and the regular cost of deducting his contributions from his pay cheque each month.

Employer associations, in their briefs to the commission, based their opposition to paying fringe benefits to part-time workers on both of these cost considerations. They raised other objections as well:

- increased labour costs would force employers to either reduce the number of part-time employees or to reduce the hours they work;
- existing legislation already provides ample safeguards to protect the interests of part-time workers;
- part-time employees would object to contributing to plans which would reduce their take-home pay and might be of little or no use to them because the small amount of their prorated contributions would provide similarly small benefits;
- part-time employees do not need fringe benefits because they are covered by their spouses' plans, or if they are students, by the plans of other members of their family.

A few employer associations, while emphasizing their opposition to any legislation on compulsory prorating, did concede that if such a scheme were to be introduced, it should apply only to regular part-time employees and not to casual part-timers.

On the other hand, unions, women's organizations and individual part-time workers were unanimous in their belief that part-time workers should be treated on an equal basis to full-time workers. They recommended that part-time workers should receive: equal pay for work of equal value, regardless of the number of hours worked; fringe benefits and pensions prorated according to number of hours worked; and cash in lieu of benefits where administrative costs make prorating unduly expensive.

A few unions and women's organizations also recommended that part-timers should receive overtime pay after their agreed upon scheduled hours have been worked.

The reasons behind their belief in prorated benefits were that:

- part-time workers are contributing as much, on a per hour basis, as full-time workers and should be paid accordingly;
- part-time workers, one half of whom are single, divorced, separated, or widowed, cannot always depend on spouses or other family members for fringe benefits;
- pension contributions, in all provinces except British Columbia, are not considered family assets upon divorce, with the result that a spouse who does not build up his or her own pension plan, could be left with no pension following divorce.
- union opposition to part-time workers, based on the view that they undermine union strength, would be eliminated if part-time workers were receiving the same pay and benefits as full-time workers.

The views of unions and part-time workers were supported in a 1981 study on part-time work which was done by the Canada Employment and Immigration Advisory Council. It held as a major principle that: "an equitable relationship should prevail between pay and benefits of part-time employees and that of full-time employees."

B. Compensation of Part-time Workers

The Commission on Part-time Work, in an effort to determine the administrative and direct costs of prorating fringe benefits for part-time workers, commissioned a study by Dr. Frank Reid of the University of Toronto's Centre for Industrial Relations. His study, *Protecting Part-time Workers: Defining the Scope of the Problem*, 1983, is an update of a 1982 study done by Reid and Gerald S. Swartz, *Prorating Fringe Benefits for Part-time Employees in Canada*. This chapter of the Commission's report is based on Reid's work.

The discussion is in four parts. First, fringe benefits

as a per cent of total compensation are discussed. Second, the administrative costs of prorating fringe benefits are calculated. Third, the increased cost of prorating individual benefits (the direct cost) is simulated. And fourth, administrative and direct costs are compared.

The entire study applies only to those places of work which already pay fringe benefits to full-time workers. The Commission is primarily concerned with equity between part-time and full-time workers. The study does not look at those work places which do not pay fringe benefits to full-time workers. It looks at the increased costs of including part-time workers (on a prorated basis) in fringe benefits where full-time workers already have benefits.

In their earlier study, Reid and Swartz pointed out that the term "fringe benefits" has become a misnomer because such benefits now account for a substantial percentage of an employee's pay package. According to Statistics Canada's 1978 Survey of Labour Costs, fringe benefit costs amounted to an additional 35 per cent beyond the employer's expenditure on basic pay, and are growing at a faster rate than regular earnings.

Statistics, although incomplete, show that there has been a substantial rise in the importance of fringe benefits relative to wage payments in Canada over the past decade. For example, Table 1 shows that fringe benefits in the manufacturing industry have grown from 28 per cent of basic pay in 1968 to 39 per cent in 1978.

While there is very little reliable data on the amount of fringe benefits received by part-time employees, it is widely believed that they receive substantially fewer fringe benefits than full-time employees. If this is the case, it is clear that there is an inequity in the labour market which is both substantial and of increasing importance.

A 1975 survey by the Ontario Ministry of Labour (Table 2), which defines part-time workers as those working less than 35 hours per week, shows that their earnings ranged from 63.9 per cent to 98.6 per cent of the wages of full-time workers in the same industries.

Data collected more recently from the Survey of 1981 Work History (discussed more fully in Chapter 3) show that the average hourly wage of part-time workers is 79 per cent of the full-time worker's average hourly salary, for those people working as paid employees. Current information on total compensation is more difficult to obtain.

TABLE 1
Fringe Benefit Costs as Per Cent of Basic Pay, Historical Data

	All Industries	Manufacturing	Trade
1968	n.a.	28.15	n.a.
1971	n.a.	28.60	n.a.
1973	n.a.	n.a.	20.49
1976	32.50	34.41	29.89
1978	33.97	39.04	29.51

Sources: Statistics Canada, *Labour Costs in Canada*, Manufacturing 1971, p. 15. Statistics Canada, *Labour Costs in Canada*, Trade, 1972, Table 1. Statistics Canada, *Employee Compensation in Canada*, 1978, Table 19.

Notes: Estimates are for "all employees." n.a. indicates that a survey covering the industry group was not conducted that year.

TABLE 2
Full-time and Part-time Earnings, Ontario, 1975

Industry	Part-time Hourly Earnings	Full-time Hourly Earnings	Ratio of Part-time to Full-time Earnings
Motion picture theatres	$2.71	$4.24	.639
Bowling alleys	2.48	3.39	.732
Miscellaneous recreation	3.34	3.51	.952
Barber and beauty shops	3.51	3.56	.986
Laundries and dry cleaners	2.54	3.15	.806
Hotels and motels	2.63	2.99	.880
Restaurants	2.57	3.09	.832
Miscellaneous services	2.71	3.96	.684

Source: Special Survey by the Ontario Ministry of Labour in May 1975, reported in Robertson (1976), p. 4.

However, a 1972 Statistics Canada special survey of labour costs did look at both earnings and fringe benefits in the wholesale and retail trade. It reports that, on average, part-timers received earnings equal to 74.3 per cent of full-timers. Part-timers' fringe benefits, however, were only 32.3 per cent of full-timers' fringe benefits. As a result, part-timers' total compensation was 66.9 per cent of full-timers' total compensation.

C. Administrative Costs of Prorating Fringe Benefits

In looking at the cost of fringe benefits for part-time workers, one of the questions that had to be answered is whether, at low weekly hours of work, the administrative costs of prorating benefits becomes unacceptably large relative to the advantage to the employee. To

estimate the increase in administrative costs as a result of providing prorated fringe benefits to employees, information from two surveys, one by the American Society for Personnel Administration and the Bureau of National Affairs and another for the *Personnel Journal,* was used.[1] The costs established in these surveys were converted to Canadian dollars and adjusted for inflation to May 1983 (at a projected rate of 11.8 per cent).

The average cost per employee of administering fringe benefits is shown in Table 3 and in Diagram 1.

TABLE 3
Fringe Benefit Administration Costs

Firm size category (number of employees)	Average number of employees*	Average cost per employee (dollars per year)	Marginal cost per extra employee
0 - 249	125	$106	$93
250 - 499	375	97	79
500 - 999	750	73	71
1,000 - 2,499	1,750	71	61
2,500 - 10,000	4,000	67	50

Source: see text.

*Average number of employees refers to mid-point of interval except for the final category.

The results in Table 3 indicate that for smaller firms, with up to 249 employees, the administrative cost per employee approximates $106 per year, while the marginal (i.e. incremental) cost of administering fringe benefits for an extra employee averages $93 per year. For mid-size firms with 500 to 1,000 employees, the average cost per employee is $73 per year. For larger firms with over 2,500 employees the average cost is $67, while additional employees would cost a further $50 each per year.

In Diagram 1, the average cost curve shows the minimum cost per employee of administering benefits at different firm sizes. It is downward sloping because the larger number of employees allows economies of scale in administering benefits which result in lower cost per employee. The additional cost, or marginal cost, per employee when a firm increases the number of employees for which it administers benefits, is less than the average cost because the addition of extra employees pulls down the average cost per employee.

It seems clear that the administrative costs of providing fringe benefits for part-time employees are not large, and, they reduce substantially for larger companies.

D. Direct Costs of Prorating Fringe Benefits

The direct costs of providing fringe benefits, that is the cost to the employer of paying premiums for such benefits as disability insurance or a dental plan, are examined in this section. The average expenditure on fringe benefits for full-time employees and the proportion of part-time employees with prorated fringe benefits are shown in Table 4, which is based on data collected by the Pay Research Bureau. The table reveals that fringe benefits add 36.3 per cent to the straight-time wage costs of full-time employees and are clearly a very significant part of total compensation. The table also reveals the substantial proportion of part-time employees who do not receive prorated fringe benefits. As an example, 63 per cent of part-timers receive prorated vacation pay, but only 32 per cent belong to an employer-sponsored pension plan.

To estimate the additional direct costs of prorating fringe benefits for part-time workers, Reid calculated the costs for employees working part-time (i.e. from one to 40 hours at a salary of $5 per hour). The costs for various benefits are summarized in Table 5 and in the following sections. All costs are expressed as a percentage of earnings.

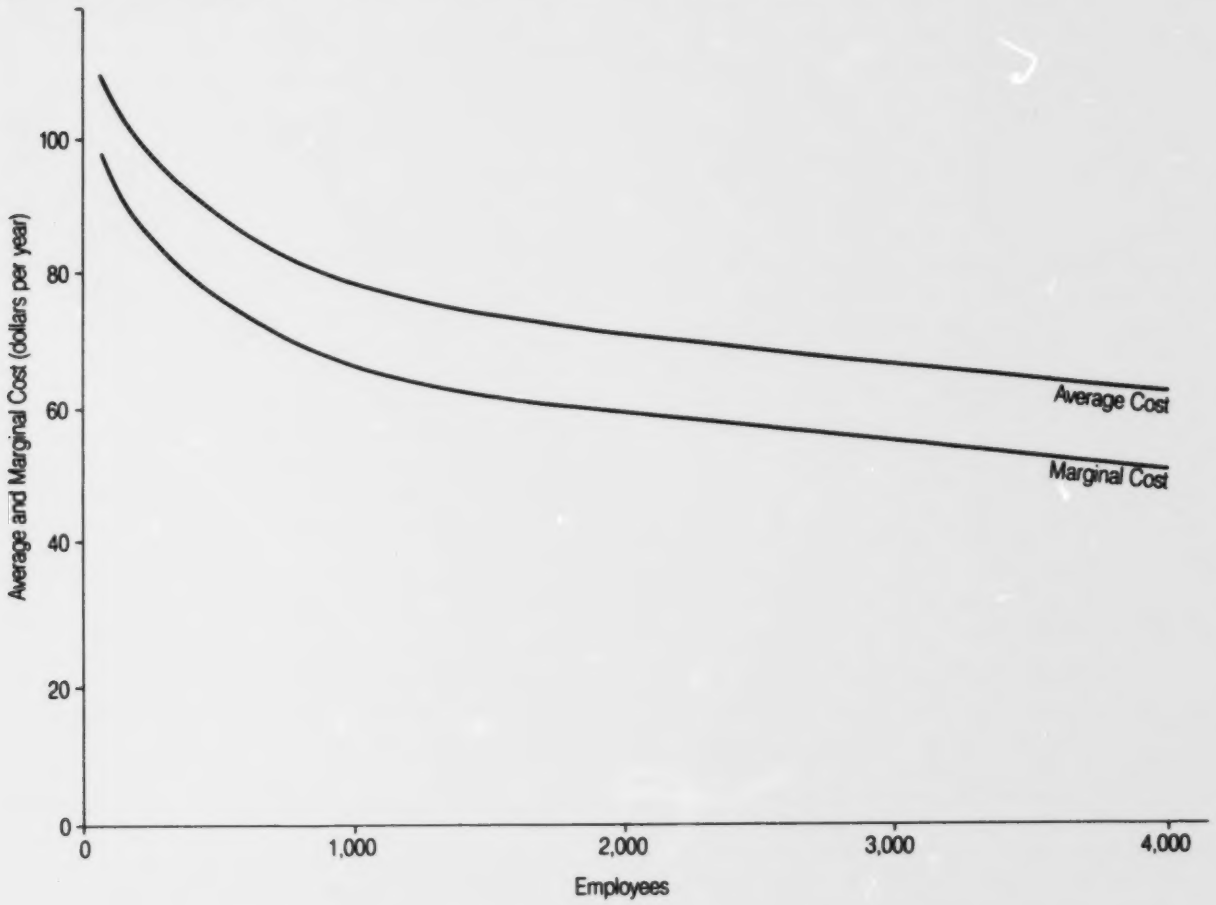
1. Statutory Benefits

Statutory benefits, which include the Canada Pension Plan (CPP), Unemployment Insurance (UI) and Workers' Compensation (WCB), require employers to contribute a percentage of each employee's earnings up to a maximum ceiling level of annual or weekly earnings. While part-time workers can participate in these plans on a prorated basis, the ceilings were set with full-time workers in mind and are not prorated for part-timers.

This lack of prorating of ceilings tends to increase the cost of benefits (as a percentage of salary) for part-time workers. For example, if the ceiling is $20,000 per year, a full-time worker earning $30,000 per year will have one-third of his/her earnings exempt from contribution. A half-time worker at the same hourly wage, earning $15,000 per year will have none of his/her earnings exempt from contribution and the benefit cost will thus be a higher percentage of the part-timer's earnings.

[1] Reid, Frank. 1983, p.15.

DIAGRAM 1
Average and Marginal Cost Curves for Administration of Fringe Benefits



Source: Reid, F. *Protecting Part-time Workers: Defining the Scope of the Problem.* A Study for the Commission of Inquiry into Part-time Work, February 1983.

TABLE 4
Fringe Benefits Among Full-time and Part-time Employees

Fringe Benefit Category	Average Expenditure for Full-time Employees (Per cent of straight-time costs)	Proportion of Part-timers with Prorated Benefits
Statutory Benefits: CPP, UI and WCB	4.4	0[2]
Overtime Premiums	5.1	.975
Holidays	5.0	.733
Vacations	7.3[1]	.631
Private Pension Plans	9.2	.327
Life, Health and Sickness Plans	2.8	.633
Miscellaneous Benefits	2.5[1]	.200[3]
Total	36.3	

Source: Reid and Swartz (1982).

Notes: 1. Expenditure figures for Vacations and Miscellaneous are averages of Statistics Canada and Pay Research Bureau data.
2. Part-time employees are covered by CPP, UI and WCB but these benefits are not fully prorated because the ceiling and floor levels for contributions are not prorated.
3. The five miscellaneous benefits are sick leave, personal leave, shift-work compensation, severance pay and retirement allowances. Part-time employees benefit from the same severance provisions as full-time employees under the Canada Labour Code and some provincial legislation but expenditure on severance pay is insignificant. In the absence of information on the incidence of the other four benefits, it was arbitrarily assumed that 20 per cent of part-timers were covered.

For the CPP, which has a minimum annual floor below which statutory benefits are not payable, the opposite effect occurs. The same argument concerning lack of prorating means that the minimum exemption will tend to comprise a larger fraction of a part-timer's income and the cost of the benefit will be a smaller fraction of a part-timer's earnings.

a. Unemployment Insurance

Prorating Unemployment Insurance premiums for part-time workers who work more than 15 hours per week would involve no extra cost for employers or employees. The employer share of contributions, as set out in the 1983 Unemployment Insurance regulations, is 3.22 per cent of earnings to a maximum earnings ceiling of $20,020 per year, or $385 per week per employee. Employers are required to contribute only for employees who work at least 15 hours per week or who earn at least 20 per cent of the earnings ceiling per week (i.e. $77 per week or $4,004 per year).

However, if all part-time workers were allowed to participate in UI, the 15-hour-per-week minimum would have to be abolished and the normal contribution rate of 3.22 per cent of earnings would become an added cost for those employees working less than 15 hours per week.

b. Canada/Quebec Pension Plan

The effect of prorating the Canada/Quebec Pension Plan for persons working only a few hours per week is to increase costs by about 1.5 per cent, but for persons working a substantial number of hours per week, costs are virtually unaffected.

The Canada/Quebec Pension Plan in 1983 requires employers to contribute 1.8 per cent of annual earnings up to a ceiling of $18,500 per employee. The first $1,800 of earnings are exempt from contribution for all employees.

Thus, for example, an employee working six hours or less per week, at $5 per hour, and without prorating, would be exempt due to the earnings minimum. An employee working seven hours or more per week at the same salary would earn less than the $18,500 ceiling. The employer's contribution would be 1.8 per cent of the portion of earnings which is over $1,800.

When the contribution is calculated with both the minimum and the maximum prorated, the result is that regardless of the number of hours per week that a person works, the employer pays the same percentage of income to CPP/QPP as for someone working 40 hours per week at the same hourly wage rate, that is 1.5 per cent. (This is slightly less than the required 1.8 per cent as a result of the exemption of the first $1,800 of earnings.)

For a detailed discussion of prorating the floor and ceiling of the CPP/QPP see Chapter 5.

c. Workers' Compensation

Prorating of workers' compensation contributions would have no effect on WCB benefit costs for part-time workers earning less than the ceiling set in each province.

Provisions for contributions to workers' compensation funds are under provincial jurisdiction and are based on the accident rate of each industry. As an example, in Ontario, which has a WCB ceiling of $22,000 per year, the rate for the trade and service industries (in which most part-timers are employed) is 0.75 per cent up to the ceiling of $22,000 per year per employee.

For a worker earning $5 per hour, even a full-time employee has annual earnings below the ceiling for WCB. Thus the contribution rate is simply 0.75 per cent for both full-time and part-time employees, with and without prorating. Prorating has no effect on WCB benefit costs in these circumstances.

d. Combined Effects of Prorating Statutory Benefits (UI, CPP, WCB)

The combined effects of prorating the three statutory benefits (Table 5) showed considerable variation in costs, depending upon the number of hours worked per week. At a wage rate of $5 per hour, costs for an employee who worked seven hours or less per week, would rise by 4.7 per cent. At 20 hours per week, the cost increase is less than one-third of a percentage point.

The cost effects of prorating the statutory fringe benefits will also depend upon the hourly wage rate of the employee. There is considerable variation in the effects of prorating, particularly for employees working slightly under 15 hours per week. As an example, for someone working 12 hours per week, prorating will increase costs by about four per cent for an employee earning $5 per hour. However, on simulations not shown here, it will increase costs by a fraction of a per cent for someone earning $7.50 or $10 per hour; and it will reduce costs by about two per cent for those earning $15 or $20 per hour.

2. Overtime

The problem of deciding upon fair rates of overtime pay for part-time workers revolves around the issue of whether part-timers should receive overtime after the same number of hours as a full-timer (that is after working 40 hours per week) or whether overtime should be paid for work beyond the part-timer's normal or agreed upon hours. For example, in the latter case an employee who normally works 20 hours per week would receive overtime pay for any work required over that time. Only a few of the unions which presented briefs favoured the second option. The first option was favoured by employer groups.

There are two arguments in favour of the first option — that part-timers receive overtime pay after the same number of hours (i.e. 40) as full-timers. First, if the prime motivation is to achieve equity between full- and part-time workers, it could be considered inequitable for one worker to receive an overtime premium when working say, 30 hours, while another worker receives no premium pay when working, say, 35 hours.

The Commission considered the issue carefully, and concluded that on an equity basis, part-timers should not get overtime until they have worked the same number of hours scheduled for a full-time person in the same job.

If part-time employees were entitled to the same overtime premiums as full-time employees after the same number of hours worked, the cost to employers would be minimal. As Table 4 indicates, 97.5 per cent of part-timers already have overtime provisions equal to full-time workers and overtime pay for full-timers equals 5.1 per cent of straight-time costs. Even if part-timers worked the same proportion of overtime hours as full-timers (which is highly unlikely) the average effect on labour costs of implementing overtime provisions for the 2.5 per cent of employees who do not now have them would be only 0.1 per cent, a trivial amount.

3. Statutory Holidays

In prorating statutory holidays for part-time workers, there are two aspects to be considered.

The first is that employment standards legislation regarding minimum holiday requirements seems to have been written without considering part-timers. Prorating these holiday benefits requires that this legislation be modified. The second is that part-timers may also be excluded from extra holidays given by private employers to their full-timers.

As an example of the first problem, the Canada Labour Code requires that employees under federal jurisdiction receive nine days paid general holidays per year, provided that the person has been employed for 30 days and has worked 15 days in the 30 days preceding the holiday (Labour Canada, 1980). The Ontario Employment Standards Act (section 26) requires that employees in the Ontario jurisdiction receive seven public holidays provided that the person has been employed for at least three months and has earned wages during twelve days in the preceding four work weeks.

The Ontario requirement to have been employed for three months will exclude a greater percentage of part-time than full-time employees due to their shorter job tenure. (In 1981, the Labour Force Survey shows that 19 per cent of part-time workers had job tenure of three or fewer months, compared to nine per cent of full-time workers.) These provisions do, however, apply to both full-time and part-time employees and it is assumed that this provision is not changed in calculating the impact of prorating.

TABLE 5

A Summary of the Increase in Direct Costs Due to Prorating Benefits (Shown as a Percentage of Earnings)

Hours Worked Per Week	Statutory Benefits	Public Holidays	Vacations	Private Pensions	Life & Health Insurance	Miscellaneous Benefits	Total Costs All Benefits
1.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
2.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
3.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
4.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
5.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
6.00	4.71	5.00	1.90	9.20	2.80	2.50	26.11
7.00	4.69	5.00	1.90	9.20	2.80	2.50	26.09
8.00	4.47	5.00	1.90	9.20	2.80	2.50	25.87
9.00	4.29	5.00	1.90	9.20	2.80	2.50	25.69
10.00	4.15	5.00	1.90	9.20	2.80	2.50	25.55
11.00	4.04	5.00	1.90	9.20	2.80	2.50	25.44
12.00	3.95	4.50	1.90	9.20	2.80	2.50	24.85
13.00	3.87	4.25	1.75	8.93	2.57	2.45	23.82
14.00	3.80	4.00	1.60	8.66	2.35	2.41	22.81
15.00	0.52	3.50	1.44	8.39	2.12	2.36	18.33
16.00	0.47	3.25	1.29	8.12	1.90	2.31	17.34
17.00	0.42	3.00	1.14	7.85	1.87	2.27	16.35
18.00	0.38	2.75	0.99	7.58	1.44	2.22	15.36
19.00	0.34	2.50	0.83	7.30	1.20	2.18	14.35
20.00	0.31	2.00	0.66	7.03	0.96	2.13	13.10
21.00	0.28	1.50	0.50	6.71	0.72	2.08	11.79
22.00	0.25	1.00	0.33	6.00	0.48	2.03	10.10
23.00	0.23	0.50	0.17	5.30	0.24	1.95	8.39
24.00	0.21	0.0	0.0	4.60	0.0	1.87	6.68
25.00	0.19	0.0	0.0	4.60	0.0	1.87	6.66
26.00	0.17	0.0	0.0	4.60	0.0	1.87	6.64
27.00	0.15	0.0	0.0	4.60	0.0	1.87	6.63
28.00	0.13	0.0	0.0	4.60	0.0	1.87	6.61
29.00	0.12	0.0	0.0	4.60	0.0	1.87	6.59
30.00	0.10	0.0	0.0	4.60	0.0	1.87	6.58
31.00	0.09	0.0	0.0	4.14	0.0	1.69	5.92
32.00	0.08	0.0	0.0	3.68	0.0	1.50	5.26
33.00	0.07	0.0	0.0	3.22	0.0	1.31	4.60
34.00	0.05	0.0	0.0	2.76	0.0	1.13	3.94
35.00	0.04	0.0	0.0	2.30	0.0	0.94	3.28
36.00	0.03	0.0	0.0	1.84	0.0	0.75	2.62
37.00	0.03	0.0	0.0	1.38	0.0	0.56	1.97
38.00	0.02	0.0	0.0	0.92	0.0	0.38	1.31
39.00	0.01	0.0	0.0	0.46	0.0	0.19	0.66
40.00	0.0	0.0	0.0	0.0	0.0	0.0	0.0

The federal requirement to work 15 days in the previous 30 days requires the employee to average approximately 3.5 days per week in the preceding month. The Ontario provision requires an average of three days per week in the preceding month. These requirements place part-time employees who regularly work less than three days per week at an unwarranted and probably unintended disadvantage relative to full-time employees.

These requirements could quite easily be prorated according to the hours worked. As they stand now, a full-time employee, to be eligible for a public holiday, must have worked at least 60 per cent of his normal work week in the month preceding the holiday. The corresponding prorated provision for a part-timer would be that he must have worked at least 60 per cent of his normal part-time hours in the previous month.

The cost of eight public holidays (an average of the federal and Ontario requirements) would amount to 3.2 per cent of straight-time costs for a full-time employee (Table 5). To estimate the costs for part-time workers, Reid assumed that part-time workers working under 12 hours per week do not qualify for public holidays, those working 24 hours or more per week do, and then derives an appropriate proportion for those working between 12 and 24 hours. Based on these assumptions, the cost increases of prorating holiday pay for statutory holidays would range from 3.2 per cent of pay for those working less than 12 hours per week to zero for those working 24 hours or more per week.

The second aspect of prorating holidays for part-timers is the fact that part-timers are often excluded from extra holidays given by private companies to their full-time employees. The cost of prorating these holidays for part-timers would be the same as the percentage cost for full-timers, as shown in Table 4, that is, five per cent of earnings. When both public and private holidays are prorated for part-time workers, the increase in cost as a percentage of income ranges from five per cent of earnings to zero, depending upon the hours worked per week (Table 5).

4. Vacations

Table 4 shows that 63.1 per cent of part-timers have prorated vacations. If the vacation provisions enjoyed by full-timers were extended to part-timers the cost would not be as high as the 7.3 per cent of straight-time earnings which is the average for full-timers. The reason is that the length of vacation entitlement is typically related to years of service and part-timers on average have fewer years of service than full-timers. On average it would cost 5.9 per cent of earnings to extend to part-timers the same vacation provisions enjoyed by full-timers. [2]

In Table 5, the cost of prorating vacations is based on the assumption that people working less than 12 hours per week receive only the four per cent legal minimum for vacations, and those working 24 hours or more receive vacations amounting to 5.9 per cent of earnings. An appropriate proportion is then derived for those working between 12 and 24 hours. Vacation costs then range from zero to 1.9 per cent of earnings, depending upon the number of hours worked.

5. Private Pensions

Pensions are one of the most expensive fringe benefits for full-timers, costing an average of 9.2 per cent of straight-time earnings (Table 4). Only 32.7 per cent of part-timers receive prorated pension benefits, indicating a substantial potential inequity in compensation.

The increased cost as a result of prorating pensions for part-time workers, as a percentage of income, would range from 4.6 per cent to 9.2 per cent for employees working between one and 30 hours, and would equal 8.4 per cent of salary for those working 15 hours per week (Table 5).

(Pensions are discussed in greater detail in Chapter 5.)

6. Life and Health Insurance

The cost of prorating life and health insurance would range from zero to 2.8 per cent, depending upon the hours worked. For an employee who worked 15 hours per week, the average increase in costs would be 2.1 per cent of salary (Table 5).

7. Miscellaneous Benefits

Miscellaneous benefits include sick leave, personal leave, shift-work compensation, severance pay and retirement allowance. For full-timers, expenditure on these benefits averaged 2.5 per cent of earnings, and is the smallest of the benefit categories considered in Reid's study. Reliable data on fringe benefits for part-time workers is unavailable, so that Miscellaneous Benefits in Table 5 is illustrative only. At one hour, the average increase in cost for an employee

[2] Reid and Swartz. 1982, p. 61.

would be 2.5 per cent; at 15 hours of work per week, the average increase in cost would be 2.4 per cent.

8. Summary of the Cost Impact of Prorating

If all fringe benefits were prorated, the net impact on costs, as a fraction of earnings, is shown as Total Costs in Table 5. It sums up the effects from prorating statutory benefits, holidays, vacations, private pensions, life and health insurance and miscellaneous benefits.

The estimated increased cost of prorating benefits for part-time workers in establishments which provide these benefits to full-time workers is substantial. For a part-timer working less than 12 hours per week the cost of prorating benefits is in excess of 25 per cent of income; for someone working 15 hours a week the estimated impact is almost 18 per cent of earnings, and for those working 24 hours per week or more the impact is about six per cent of earnings.

E. A Comparison of Administrative and Direct Costs of Prorating

One of the key objectives of the study on prorating fringe benefits was to discover whether a company's administrative costs of providing benefits for part-time employees would outweigh the financial benefits for part-time employees.

A comparison of administrative and direct costs revealed that, at a wage rate of $5 per hour for employees working four hours or less per week, the administrative costs for a middle-sized firm (as defined in Table 3) are high relative to the value of prorating to the employee (well over 25 per cent of salary costs). However, for part-time employees working between eight hours and 30 hours per week, administrative costs are not prohibitive relative to the value of prorating to the employee (less than 20 per cent of salary costs).

F. Recommendations

In summary, the Commission believes that the cost of prorating fringe benefits for part-time employees who work more than eight hours per week is not excessive, given the value of the benefits to the employee. In preparing a recommendation regarding employer-sponsored fringe benefits, it was apparent that the rationale for recommending both pension and other fringe benefits for part-time workers would be exactly the same. The Commission has therefore prepared one recommendation, covering both pension plans and other fringe benefits. This recommendation, its rationale and suggestions for its implementation, can be found in Chapter 5, F (the previous chapter).

The issue of changing the Unemployment Insurance regulations to permit part-time workers who work less than 15 hours per week to contribute to UI was also considered by the Commission. Statistics show that in 1981, 598,000 part-time workers worked between one and 14 hours in the average week. That is, at least 40 per cent of the part-time workers who were working in the average week would be excluded from UI coverage on this one criterion alone. This figure does not include multiple job holders who may be working a 40-hour week, but who do not work enough hours for any one employer to qualify for UI.

To justify inclusion of more part-timers in UI, one can use the same argument which was put forward regarding coverage under employer-sponsored fringe benefit plans. If fringe benefits are an integral part of an employee's pay package, then the exclusion of part-timers from UI benefits cannot be considered fair and equitable treatment. The Commission therefore makes the following recommendation:

Legislation should be introduced to eliminate the 15-hour minimum work week requirement for participation in the Unemployment Insurance plan and replace it with a revised system under which all employed workers working over eight hours a week would pay a straight percentage of their salary, up to a set level of maximum insurable earnings. These workers should then be covered for UI benefits on a basis prorated according to the average number of hours they worked each month.

CHAPTER 7

Job Sharing – A New Approach to Part-time Work

A. Introduction

Job sharing[1] is an innovation which has a very short history in Canada. In recent years, however, it has become increasingly popular, especially for women in professional occupations where part-time work opportunities with fringe benefits have not traditionally been available.

Job sharing is essentially a compromise between employees who want a reduced work week and managers who have to deal with "full-time" positions. It could be summarized by saying it is "two rectangular pegs who fill one square hole" where the job is full-time but the job holders are part-time.

The Commission has collected information on job sharing in Canada and it appears to be working with considerable success.

B. Definitions

Job sharing and work sharing are often confused or used interchangeably by headline writers and media commentators. In fact, they are two very different concepts. Work sharing is used as an alternative to layoffs during a time of economic difficulties. The Government of Canada introduced a formal program of work sharing whereby a firm could reduce its hours of work by up to 80 per cent without reducing staff, and the unemployment insurance program would pay a portion of the employees' lost wages. Work sharing, which is designed to combat unemployment, has the features of being involuntary, is usually initiated by the employer, and can apply to all, or a portion of a company's employees. It is introduced to bridge a difficult period of time encountered by the firm and is usually for a specified short term until, presumably, the company can increase production and all workers can return to their full work week.

Job sharing, on the other hand, is quite different. It is a voluntary arrangement between two individuals (or in rare occasions more than two) and their employer to enable the employees to share what are normally the duties of one full-time person. Job sharing is usually introduced to meet the needs of the individual worker. The arrangement is usually for an unspecified period of time (although many have been established with a specific probationary period, after which it is assessed) and it is usually initiated by individual employees. Job sharing is also distinct from other forms of part-time work as it usually pays wages and benefits that are prorated with those paid to full-time counterparts.

Job sharing arrangements and the way in which they are established vary considerably, as each situation is structured differently to meet individual needs. It is therefore difficult to give it a specific definition. As a result, several terms have been developed to categorize different variations of job sharing. In an article in *Personnel Administrator,* authors Michael Frease and Robert Zawacki define it as follows:

> The term job sharing is found with reference to three slightly different employment situations. Technically, job sharing refers to two equally qualified part-time employees who divide the hours, responsibilities and benefits of a full-time job by performing complementary tasks. Each is responsible only for his or her own duties and each sees particular projects through to completion alone. Job-pairing, on the other hand, refers to two equally qualified part-time employees who share between them one entire job, including all its responsibilities and duties; each employee is accountable for everything. A third term, job-splitting, connotes two part-time employees with totally different qualifications who divide a full-time job into the areas best suited to the talents of each. The British say "twinning" and you occasionally encounter boxers and coxers too, a term that presumably came from John M. Morton's 1847 play about two journeymen, Box and Cox, who unknowingly share an apartment and a fiancée. We shall follow the pattern established by others and use the term job sharing for all variations of the concept.[2]

For the purposes of this report, the term "job sharing" follows the Frease and Zawacki definition.

[1] At the request of the Commission, Colin Hansen, of Vancouver, B.C. undertook a study of job sharing in Canada. This chapter reproduces Mr. Hansen's report in its entirety.

[2] Frease, M. and Zawacki, R.A. *Personnel Administrator* 24 (October 1979): 35-8, 56.

C. History

1. General

A substantial amount of information has been written about job sharing in other countries, especially in the United States, but very few writers have speculated on where the concept originated. Job sharing is usually an ad hoc arrangement between employees and employers and, as such, early experiments rarely attracted attention.

The experience in the United Kingdom and Europe appears to be much more established than in North America. For example, Barclay's Bank has a program which dates back to the early 1940s. Today, about 2,000 of their total staff of 50,000 work alternate weeks. In addition, the Lotian Health Board, the National Westminster Banks, the British Rail, the Public Employees Union, and the National Union of Teachers all have substantial experience with job sharing programs.[3]

The government of the U.K., under the "Job Splitting Scheme," has recently introduced a grant of £750 to employers to offset their costs incurred in splitting a job.[4]

In Sweden, the most common form of part-time work is "partner work" in which two people share one full-time job. In Europe, generally, the EEC Commission endorsed job sharing as "a formula that should be encouraged and developed."[5]

In the United States, job sharing became popular in the early 1970s. One notable experiment which was initiated about this time was the hiring of 50 women by the Massachusetts Department of Public Welfare to fill 25 social worker positions. As in other countries, there are no reliable statistics on how many U.S. workers are job sharing, but the American Management Association estimates that between one and two per cent of the 100 million working people in the U.S. now share their jobs.[6]

The Massachusetts Department of Public Welfare experiment was initiated by a New York organization called Catalyst, which was founded to create new patterns of employment for college educated women. Another U.S. organization, called "New Ways to Work" is actively promoting job sharing from its San Francisco base.

In London, England, there are several private job placement agencies which specialize in matching employees for job shared positions.

2. The Canadian Experience

The history of job sharing in Canada is much more obscure as no similar organizations have actively promoted job sharing schemes and there have been no experiments with job sharing involving a significant number of employees.

There has been some speculation that a husband and wife team who shared a personnel job in the Secretary of State's Department in 1974 may have been the first example within the federal public service.[7] In its work, the Commission found two positions in provincial government agencies that have been shared continuously since 1975.

The Manitoba Civil Service Commission, with the cooperation of the Manitoba Government Employees' Association, has recently established a policy on job sharing. Their 1982 collective agreement included a "letter of intent" which provided for the Association to be advised of job sharing arrangements and to be included in ongoing consultation on job sharing and its impact. This agreement promises to be the first time in Canada that an employer or a union has systematically examined a job sharing experiment involving a significant number of employees.

D. Attitudes Toward Job Sharing in Canada

1. The Views of Employee Organizations

There does not appear to be overwhelming support for job sharing from trade unions and other employee organizations in Canada. Because job sharing appeals mostly to female professionals, organizations with a high proportion of women in their membership tend to be more supportive of job sharing as an option.

Some of the employee organizations that appeared

---

[3] Equal Opportunities Commission. *Job Sharing* E.O.C. July, 1981.

[4] "New job splitting grant to be £750." *Employment Gazette.* October, 1982, page 413.

[5] Jecchinis, Chris. *Problems and Policies Concerning Part-time Employment: Some European Experiences.* September 1982, page 54.

[6] Nancy C. Baker, "Divide and Conquer." *Working Mother.* January, 1982, page 16.

[7] Labreche, Juliane, "Two Can Work as Cheaply as One." *Financial Post Magazine.* 31 October, 1981, page 24.

before the Commission's public hearings raised the issue of job sharing either in their formal submissions or in response to questions from the Commission. Most were supportive, providing that the arrangement is voluntary and that pay and benefits are prorated. Some concerns were raised regarding the implementation of job sharing schemes. Only a few examples were found of job sharing being covered in collective agreements.

Murray Randall, national representative for research and legislation for the Canadian Labour Congress stated that ". . . in principle we have perhaps no difficulty with those sorts of experimentations taking place on a voluntary basis." His reservations centred around the question of what happens when an incumbent job sharer moves out of the workforce.

> What happens to those jobs? Do they stay as job shared or do they revert to full-time positions? In other words it could almost be an expansion of part-time work that has the appearance of being voluntary but after a while it becomes institutionalized — it becomes all that's available in certain areas.

The strongest reservations regarding job sharing to be expressed by an employee organization at the public hearings came from the National Union of Provincial Government Employees:

> The labour movement has been reticent to discuss job sharing because we have witnessed management's abuse of part-time work. We foresee similar problems with job sharing:
> - use of job sharing to circumvent the collective agreement;
> - exclusion of job sharers from negotiated benefits;
> - reduced access for training and promotion;
> - conflict with promotion system based on seniority;
> - reduction in legitimate overtime for full-time workers through scheduling of job shared hours;
> - reduced job security and bargaining strength for full-time workers;
> - reduction in the availability of full-time positions.

Their brief went on to indicate that job sharing could be an option for certain workers, that job sharing should be a subject for collective bargaining and that this Commission should recommend legislation to protect job sharers.

The Public Service Alliance of Canada took the position that job sharing "is only acceptable as long as full-time jobs are not jeopardized and as long as any such arrangements are made through the democratic collective bargaining process."

A more supportive stand on the option for part-time work was taken by the Professional Institute of the Public Service of Canada. In their brief they stated that:

> While the Professional Institute supports job-sharing, we would warn that in many cases, the sharing of a particular job, its functions and duties, may prove impossible. We would instead advocate the introduction of a policy of "person-year sharing"; that is, the sharing of allocated resources rather than the sharing of actual duties or positions.

Other associations of professionals also indicated support for job sharing. Briefs presented by the Toronto Board of Education and the Federation of Women Teachers' Associations of Ontario state that the initiative for the establishment of their job sharing programs came from the members of various teacher organizations. The brief from the British Columbia Teachers' Federation also expressed support for "shared teaching" as a voluntary option. A recent survey of the views of local association presidents showed that ". . . job sharing was viewed more positively than other part-time assignments."

Another organization, The British Columbia Association of Social Workers, surveyed its membership and found that 98 per cent of 205 members who answered a question about job sharing felt that the concept would work in some areas. The Workers' Compensation Board Employees' Union in that same province also surveyed its membership and found that of 657 respondents, 62 per cent would be interested in job sharing now or at some time in the future.

In general, it appears that most employee organizations have not formally addressed the subject of job sharing and that most examples of job sharing in Canada are taking place without direct reference by the employee to his or her employee organization.

2. The Views of Employers and Employer Organizations

Most employers in Canada who have experimented with job sharing appear to approach it on an ad hoc basis, almost invariably to accommodate the wishes of individual employees. The few examples of employers establishing specific policies on job sharing which were identified by the Commission, involve public sector employees. Several examples were also brought to the Commission's attention of employers who refused to allow a request from employees to establish a shared position.

A recent article in the *Financial Post Magazine* notes that Canadian employers have two common misconceptions about job sharing. One is that supervisory costs will increase. The other is that too many

employees will want to try it, thereby increasing personnel problems. The author argues that neither argument is valid:

> Although many employees may want to job share, the majority simply can't afford to live on half an income. In terms of supervisory staff, job sharers are usually so pleased with the privilege, they learn to coordinate the work between themselves.[8]

Job sharing was raised by only a few of the employer groups that appeared before the public hearings.

The British Columbia Hospital Association wrote in its submission that "job sharing . . . exists within some institutions but is not prevalent. Most employers do not encourage job sharing because the division of employee benefits is a problem and collective agreements do not allow it."

In response to questions from the Commission, a representative of the Canadian Manufacturers' Association stated, "I wouldn't be surprised if it (job sharing) becomes more predominant throughout the 1980s but I don't think there's going to be a quick trend in that direction."

3. The Views of Women's Groups

During the public hearings, three women's groups expressed views regarding job sharing. In general, they were supportive of the concept, but had specific concerns regarding how such arrangements are established.

The Manitoba Women's Institute had interviewed examples of job sharers who found it was a positive experience. In their brief to the Commission they felt that job sharers "should also have opportunities to advanced training and promotion opportunities."

The Provincial Advisory Council on the Status of Women, Newfoundland and Labrador, wrote in their submission that "job sharing is acceptable . . . if it is introduced to the work place in such a way that a worker may voluntarily choose it." The Council felt that part-time workers in general are being exploited and "a person who job shared was as vulnerable as a part-time worker."

The Ontario Status of Women Council expressed very strong support for job sharing: "Job-sharing is a positive, creative response which can offer an alternative to the low paid, low status and insecure nature of most part-time jobs." The Council foresees job sharing becoming more important in the future ". . . due to the rising number of multiple earner families, changing values about male and female roles in the labour force, and the desire for a more flexible and gradual approach to retirement."

4. Other Views

The Commission also received two submissions from groups of individuals. In Yellowknife, a group of eight teachers from the J.H. Sissons Elementary School made a presentation to the public hearings pointing out the advantages and disadvantages of their experience with job sharing. In summary they noted that "the positive points of job sharing wonderfully outweigh the negative aspects."

Another presentation that dealt extensively with job sharing was made to the Commission's Montreal hearings by Hélène Brown and Céline Lippé. Their submission was a summary of research work that they had undertaken for a seminar on the quality of working life at Laval University. In their conclusions, they call for "amendments to the labour code to force the private and public sectors to provide the same benefits to people who are interested in job sharing . . . (benefits, promotion, seniority, training, etc.)" and that these views should be covered in collective agreements (translation).

E. A Look at Job Sharing in Canada

1. Introduction

In October 1982, the Commission developed two questionnaires designed to learn about the use of job sharing in Canada. One questionnaire was designed to get input from individual job sharers across Canada. The other was designed for those with first hand experience as an employer or supervisor of one or more pairs of job sharers.

The questionnaires were mailed to individuals whom the Commission had identified from its public hearings and to those who responded to advertisements placed in ten major Canadian daily newspapers in September, 1982.

Through the questionnaires the Commission received the views of 104 job sharers and 37 employers. (Disaggregations may not total these numbers because not all respondents answered every question.) It was not possible to identify every job

[8] Labreche, Julianne. "Two can work as cheaply as one." *The Financial Post Magazine*. 31 October, 1981, page 26. page 26.

sharing worker and therefore no claims are made that this is a random sample or that it represents information that can be generalized to make conclusions about all job sharers in Canada. Like similar investigations done in other countries, the Commission can only claim that this series of case studies expresses the views of some examples of individuals with first hand experience at job sharing. It is similar to Gretl Meier's 1978 study of 238 job sharers in the United States and the Equal Opportunities Commission in the United Kingdom survey of 40 individuals with job sharing experience in 1980.

2. Profile of the Respondents

Generally, the profile of the 104 Canadian job sharers is similar to those examined in the U.S. and the U.K. The major exception is that about 20 per cent of the job sharers identified by the U.S. and U.K. studies were male, compared with only three examples who completed the Canadian questionnaire.

The Canadian job sharers who were contacted were generally from two-income families and had young children at home. Of the 104 respondents, 78 reported that they had one or more children at home, and 53 respondents indicated that at least one child was under the age of six. Only 14 indicated that they were the only or primary income earners in their household.

As was mentioned earlier, job sharing is seen as a route for opening up part-time job opportunities for individuals with professional training. A look at the educational levels of the respondents certainly supports this view. Among the 104 job sharers who returned the questionnaire, 85 had post-secondary education. They included 15 with masters degrees, 29 others with bachelors degrees and another 41 with post-secondary training of some kind, including nursing or lab technology. For many, there was little or no opportunity for regular part-time positions in their professions. One job sharing social worker wrote:

> Prior to this position becoming available, the career choices had been: (1) full-time employment, (2) unemployment (at the risk of losing career momentum), or (3) underemployment in related fields with less responsibility, status, pay and challenge.

The occupations of the job sharers were from a broad range of fields. Common to all of the respondents, except one, was that they worked in government or social service industries. (The one exception was a secretary who worked in a large department store.)

Among those completing the questionnaire were the following:

- administrative secretary
- church minister
- city planner
- clerk typist
- employment counsellor
- group coordinator
- health educator
- home economist
- human rights officer
- illustrator
- information officer
- librarian
- occupational health nurse
- medical technologist
- nurses' aide
- nutritionist
- public health nurse
- radiographer
- receptionist
- registered nurse
- research technician
- school teacher
- secretary
- social worker
- teaching assistant
- training & development officer

Although job sharing is considered to be a relatively new work option in Canada, 17 of the respondents had been job sharing for four years or more. Another 60 questionnaires were returned from individuals with one to three years' experience and 21 had been sharing for less than a year.

On the basis of the information provided by the respondents, it was possible to match up 38 pairs of job sharers, although this summary will focus primarily on the views of each as individuals.

The 37 employers or supervisors who completed the second questionnaire had a total of 100 employees who were job sharing. As could be expected, the majority (28) had only one pair of job sharers working for them, another five had two pairs, one had three pairs, and two respondents had four pairs each.

3. The Initiative to Job Share

Of the 104 job sharing respondents, the majority indicated that the initiative to establish the shared position came from one or both of the job sharing employees. Only 21 showed that their employer initiated the idea.

Some of the respondents indicated that at first the job sharing arrangement was approached very cautiously and on a short term basis, but it has since become a permanent situation. A few job sharers got into their current positions almost by accident. For example, an information officer reported that she and her partner ". . . offered to do this job together initially on a short term basis to fill in for someone who was ill. It became ours when the former employee couldn't return and we had by then proved it could work."

It has been suggested that labour shortages in some

industries have resulted in employers opening up part-time work opportunities as a way of increasing the number of applicants for certain jobs. An area chief technologist, responsible for lab and x-ray services, hinted at this when he reported in the employer's questionnaire that job shared positions are ". . . sometimes easier to fill than full-time."

Two nurses' aides, who are job sharing in a small Canadian city, report that when they established their job sharing situation three years ago, their ". . . employer would have given preference to a full-time person if one had applied."

The nurses' aides were among only 20 of the respondents who worked part-time for their employer before starting to formally job share. Fifty-nine indicated that they had worked full-time and 26 had not previously worked for their employer.

Some of the respondents commented that not having worked for the employer previously made job sharing more difficult. For example, a job sharing library technician reported: "I think the other person who held the job full-time before going to job sharing has an easier time as she knew the job well beforehand."

A public health nurse also expressed this view when she wrote that not having worked for her employer before was a "disadvantage because I had to learn in half the time the same as what was expected of full-time persons."

4. Reasons for Job Sharing

Many reasons were expressed by the respondents for wanting to job share. In the questionnaire, nine possibilities were listed and the job sharers were asked to rank their reasons if they had more than one. Space was allowed for additional reasons or comments to be written in. The reasons as they were listed are in Table 1.

a. Young Family

The arrival of a new baby was the most common primary reason for initiating job sharing. A typical comment from the job sharers was a secretary who wrote . . .

> If it wasn't for job sharing, I probably would not be working. It gives people who have small children a chance to go out to work, see other people, make a few bucks, but still have time to spend with the children.

The need for time to care for a young family was listed as a reason for 68 of the job sharing respondents. Of these, 50 ranked it as their primary reason.

TABLE 1
Reasons for Job Sharing

	Number who checked	Number who rated as primary reason
Time needed to care for young family	68	50
Time needed to care for another family member	8	1
Desire for more leisure time	39	13
Couldn't afford not to work	40	7
Desire to keep seniority	3	0
Desire to keep job skills current	73	15
Full-time was preferred but not available	9	6
Desire to "phase-into" retirement	3	1
Desire to keep a "foot in the door"	46	3

During the public hearings which the Commission held across Canada, many unions and women's organizations expressed the view that the percentage of Canadians who prefer part-time work over full-time work might be lower if day care were more readily available. In the questionnaire to job sharers the following question was asked: "If adequate and affordable day care was available, would you prefer full-time now?"

Of those who indicated that their young family was one of their reasons for job sharing, the question was answered by 58 of them. Of these, 56 answered "no".

In stating that the availability of day care was not a factor in the decision not to work full-time, many respondents offered comments similar to the following:

> The job sharing arrangement and my husband's part-time income with mine are able to pay the household expenses and a bit extra. We both feel that we share this responsibility as well as share the enjoyment and responsibility of raising our children.
>
> *City Planner*

> My children are still young so I enjoy the time I can give them by working part-time.
>
> *X-ray Technician*

> Important to be home with children during formative years.
>
> *Administrative Secretary*

> I cannot imagine working full-time and I feel much compassion for women with very young children who have no alternative but full-time work. Here's

hoping for more flexible employers in the 80s and 90s.

Nutritionist

b. Keeping Job Skills Current

While only 15 of the 104 respondents indicated that maintaining job skills was their number one reason, it was indicated as one of the reasons by 73 of the job sharers.

The concern for job skills was aptly put by a public health nurse in a small prairie city.

> In my profession, when one is out of the work force for three years one is required to take a refresher course which is not offered in a rural area. This would mean moving to a larger centre for a couple of months.

c. Keeping a "Foot in the Door"

Many of the job sharers wanted to maintain their position at the place where they worked so that they could return to full-time in the future. This reason was expressed by 46 of the respondents. Among them was the public health nurse, quoted above, who also wrote that . . .

> . . . If I were to quit work entirely, there would be no way of ensuring that there would be a job available when I wanted or needed to work again.

An employment counsellor, who has since returned to full-time, wrote that . . .

> Job sharing allowed me to maintain my job at a time when jobs were scarce. To have quit would have probably made returning to work very difficult.

d. Couldn't Afford Not to Work

A total of 40 job sharers indicated that there was a financial reason behind their desire to job share. Many felt that they could not afford to have less than two incomes for a period of time. Another public health nurse summed it up when she wrote:

> I feel job sharing is very necessary in these times of economic stress when both parents must work.

e. Desire for More Leisure

For many individuals, the full-time work week does not allow them enough free time to pursue their other "leisure" interests. Thirty-nine respondents included this factor as one of their reasons. While the questionnaire did not ask for the type of leisure activity, many volunteered that they wanted the extra time for activities such as involvement in sports, reading, travel and in some cases, education. Upgrading education was also "written in" by several respondents as a separate reason for their job sharing.

f. Full-time Preferred but not Available

Nine of the respondents would have preferred a full-time position but it was not available. Eight of these had not worked for their employer immediately prior to starting to job share and the other had been a part-time casual. The Commission's investigation did not discover any job sharers who had been switched from full-time to job sharing, when their desire was for a full-time job.

In each case, it was their partner who had worked for the employer previously and, for a variety of reasons, wanted to job share, thereby opening up the other half of the position. It is interesting to note that of the nine, seven thought the job sharing situation was a success and only five of those respondents still had a desire to switch to full-time in the future.

g. Phasing into Retirement

Three of the job sharers who completed the questionnaire indicated that "phasing into retirement" was one of their reasons. A sixty-year-old librarian listed this option as one of the advantages of job sharing in that it "eases the load for people approaching retirement, makes a nice transition."

h. Maintaining Seniority

One of the surprises in the responses to the questionnaire was the lack of concern about seniority. In many of the professions that are being shared, formal seniority lists are common, but only three respondents indicated that their desire to keep their seniority was one of their reasons for job sharing. A few who answered the questionnaire indicated that, in order to switch to job sharing, it was necessary for them to sacrifice their previous seniority level.

5. The Reaction of Employee Organizations

As was mentioned earlier, trade unions and other employee organizations have not shown overwhelming support for job sharing. The majority of the respondents were in unionized positions and most indicated that their union had not been very supportive of their working arrangement.

Of those who responded to the job sharing questionnaire, there were a surprisingly large number who said there was no reaction from their union or that they did not know how the union reacted.

The respondents were asked if their place of employment was unionized. The 74 who answered "yes" were then asked "how have they reacted to job sharing?" Twenty-six respondents either indicated

"don't know" or did not answer. Another 20 replies stated there was "no reaction" and five said their union was "neutral." Varying degrees of positive support from their union was found by sixteen of them. Seven replied that the union was not helpful and three indicated outright opposition. The other two unionized respondents indicated a changing attitude from opposition to support.

The Commission also learned of a pair of job sharers whose union was staunchly opposed to part-time work of any kind. When they established their job sharing situation they were expelled from the union.

In indicating the reaction of their various unions, the respondents also offered comments, of which the following are examples:

> They challenged us on it. Told us essentially that we were making deals with management and ordered my partner to either go back to her position full-time or quit. We were informed that the union denounced us at their executive meetings. The union has been most unenlightened — it in fact regards part-time incomes as basically the icing on the cake. In my case my income pays all the basic living expenses — rent, food, car, etc.
>
> *Municipal Planner*

> We pay full union dues, yet they have advised us that they may not be able to support our circumstances as we have entered into a separate work arrangement with our employer.
>
> *Employment Counsellor*

> The union set up a committee on which I sat. There was negative reaction initially because they felt part-time was a threat to full-time. They supported job sharing if benefits available on pro-rata basis but were worried about people using part-time as a way to full-time employment through the "back door".
>
> *Home Economist*

> Union contract states that should my partner resign, I have the choice of assuming the role full time if I so desire before the position is posted or advertised.
>
> *Secretary Receptionist*

> When I approached them re: better benefits (i.e. the ability to contribute to pension plan) they said there weren't enough of us to make it an issue.
>
> *Employment Counsellor*

> They helped set it up for us, so I assume they approve.
>
> *Medical Technologist*

> Their main concerns were that: 1) union members were in effect making individual contracts with the Corporation; and 2) many thorny issues would be raised by job sharing. (i.e. Should this position have been posted? What would happen to the staff benefits, especially pension, of the job sharers? Once a job was shared, would it be inaccessible to someone who wished to apply for that job on a full-time basis?)
>
> *Information Officer*

6. Dividing the Tasks

As was mentioned earlier, the definition of a job sharing arrangement does not limit how a job is divided or even how many individuals could share what is normally one position. The 104 respondents to the job sharing questionnaire included a variety of examples of different ways of dividing the job.

All of the examples identified by the Commission involved two individuals sharing one position, and the majority (83) were sharing a work week. The two most common combinations were: (1) one person worked Monday, Tuesday and every second Wednesday; and (2) the partners divided their work week at noon on Wednesday.

The Commission received replies from 11 job sharers who worked a half day and their partner worked the other half. Some expressed the view that the part-day arrangement had special problems in that it took just as much time to get ready for and travel to work for a four-hour shift as for an eight-hour shift.

The Commission also identified six examples of job sharers who worked alternate weeks, and a pair of social workers who worked six months on and six months off for six years before switching recently to a part week split.

Not all job sharing workers whom the Commission identified were jointly responsible for one position. It was apparent from the answers and comments on the questionnaires that many respondents were sharing a "person-year" and each had their own separate part-time job with distinct responsibilities. Included in this were two pairs of job sharers in which one partner worked part of a day and one worked part of a week.

The questionnaire did not ask specific questions to distinguish those who were sharing a "person-year" from those who had joint responsibility for a full-time post. One of the problems in making such distinctions

is the variety of job functions which are shared. Some jobs are easily divided into projects in which the partners are responsible for all aspects of separate projects but are jointly responsible for sharing a work space or for ensuring that the position is covered for a full work week.

7. Communications

The way in which the position was divided usually determined the sophistication of the communication system that was necessary for the job sharers to function efficiently. Where both partners were jointly responsible for the position many arranged for overlapping shifts or lunch hours, log books, communications files and extensive notes.

Some job sharers had special communications problems. In the field of primary school teaching, for example, job sharers felt that it was necessary for them to have a consistent approach to a particular class. As one primary school teacher put it:

> We each have specific areas or subjects that we teach. Prior to starting our new class we discuss what our expectations, goals and discipline would be for the children.

Seventy-nine of the respondents indicated that they and their partner had a regular opportunity for discussion and only five indicated that communication was a problem (another five respondents indicated minor incidents of difficulty with communication).

The telephone is the most important communications tool. Most job sharers reported that they often contacted their "off-duty" partner, some on a regular basis, and some on an ad hoc basis to discuss their work.

8. Pay and Benefits

The respondents to both the employer and the employee questionnaires were asked to compare the treatment and productivity of job sharers to a full-time person in the same position. The question that was asked on both questionnaires was worded as follows: "In your situation how do you think that two individuals sharing one job compare on a per hour basis with one full-time person in the same job?"

The job sharers and their employers/supervisors generally held the view that in most cases the individuals who were job sharing were getting comparable wages and vacation benefits. In terms of other benefits, a significant minority received less in terms of prorated pensions. Statutory holidays were also frequently mentioned as not being equitable compared to those given to the full-time counterpart.

The majority of both the employer and employee respondents expressed the opinion that employee satisfaction was higher and that job sharers took less time off for personal affairs, such as doctor's appointments, and had fewer unscheduled days off due to sickness.

The employers were also asked an additional question regarding the opportunity for career advancement. Approximately one-half indicated that their job sharing employees have less opportunity to get ahead.

The pay and benefits of the 19 non-unionized job sharers were looked at separately and the ratios of those receiving prorated benefits to those receiving less were very similar to the unionized respondents.

Job sharing respondents also made frequent reference to dental plans as a benefit to which they did not have the same access as the full-time employee on a comparable basis.

Some employees indicated that they received cash in lieu of the benefits which a full-timer would have received in the same position.

Several respondents indicated that the lack of access to the pension plan was a concern while others shared the view of a lab technician who wrote: "Lack of pension is not an important factor to me since my salary is extra family income."

9. Advantages and Disadvantages

a. Introduction

The respondents were asked to list the advantages and disadvantages of job sharing. A summary of the opinions expressed are listed in Tables 2 and 3.

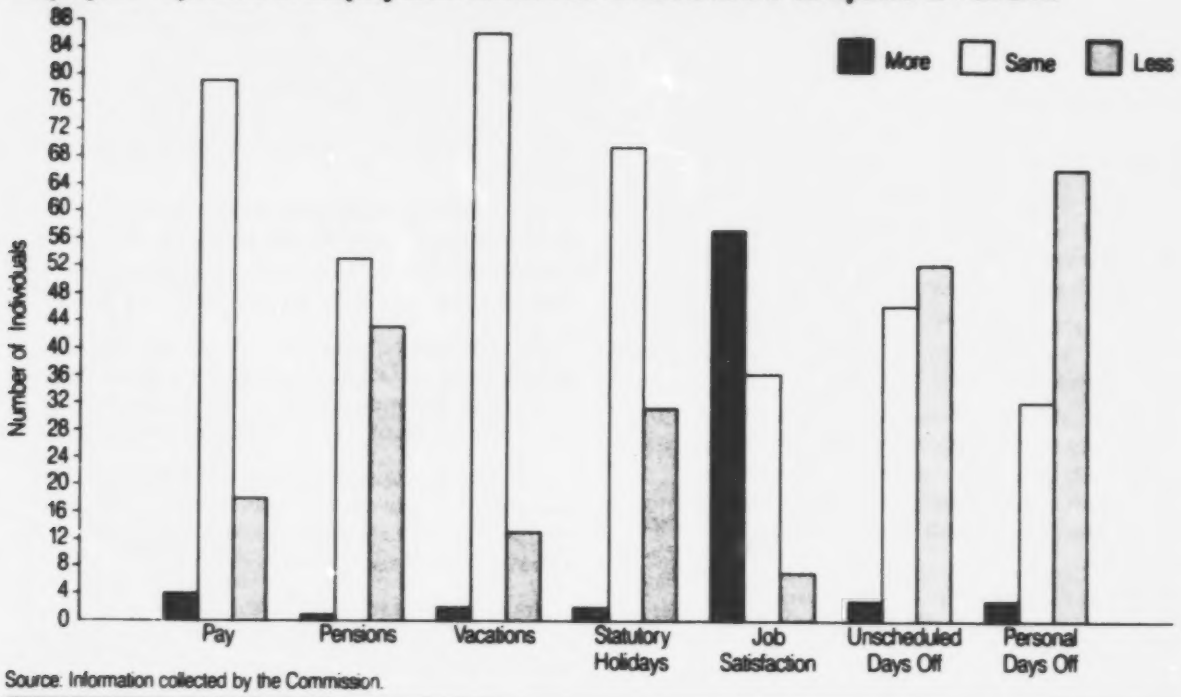
Many of the points expressed by the respondents were generally applicable to all forms of part-time work, but job sharing was often the only way that they were able to work less than a full work week in their particular profession. The list of advantages and disadvantages cannot be applied generally to all job sharing situations, as each example that the Commission identified was set up differently to meet the needs of the individual and his or her employer.

b. Advantages

The most commonly mentioned advantage was that their job sharing situation allowed the employee the flexibility to balance time at work with time to be with their family or to pursue other interests. Most

DIAGRAM 1

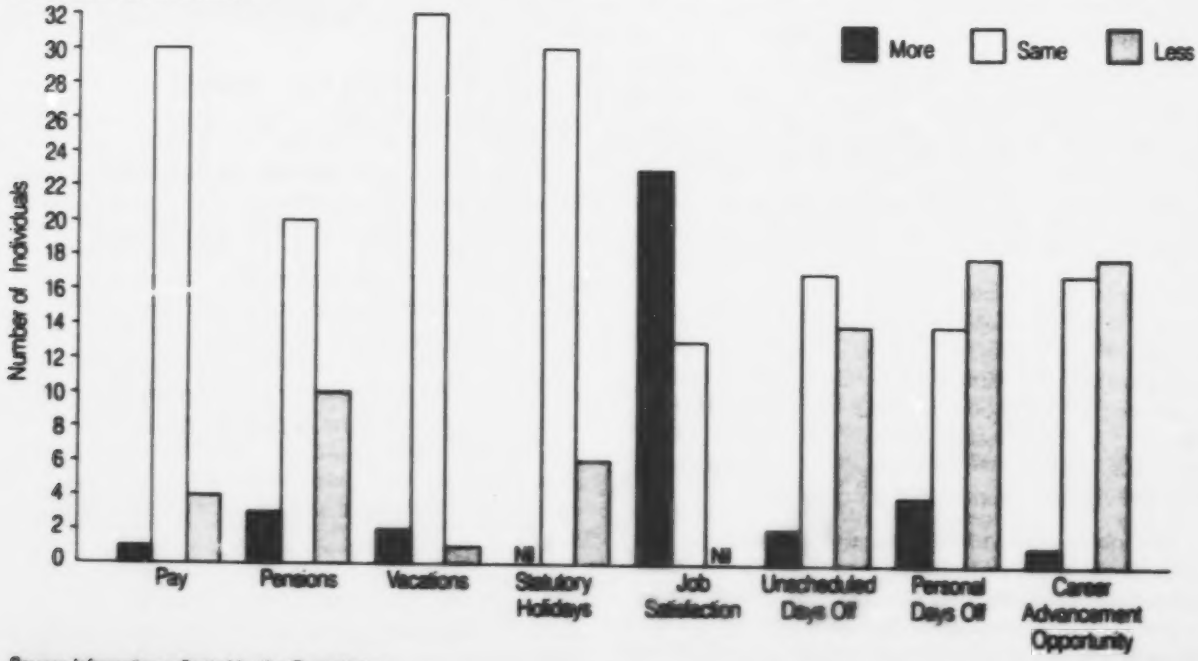
Employees' Opinions of Employment Conditions of Job Sharers Compared to Full-time



Source: Information collected by the Commission.

DIAGRAM 2

Employers'/Supervisors' Opinions of Employment Conditions of Job Sharing Employees Compared to Full-time Workers



Source: Information collected by the Commission

respondents to the employer/supervisor questionnaire noted that their job sharing employees were more satisfied with their jobs.

The productivity of job sharers was the subject of a specific question in both the employer/supervisor and the employee questionnaires. A majority of both groups felt that job sharers were more productive than their full-time colleagues on a per hour basis. Of the job sharers, 82 believed they were more productive and the other 22 thought they were equally as productive. When asked the same question, 21 employers/supervisors indicated their job sharing employees were more productive compared to 12 who thought productivity was equal, and one who said it was less.

The following selected quotes from individual respondents express some of the advantages they perceive in their job sharing experience:

> We both have more energy and a fresh outlook to bring to the job. Each of us tries to finish up all the details before we leave so as not to leave things for our partner.
>
> *Psychiatric Social Worker*

> Our projects are generally long term involving policy formulation. The four days a week that I'm away from work enables me to reflect and think about it — the time I spend at work is therefore more productive.
>
> *Planner*

> [I do not find it] necessary to take "mental health days" that regular full-time staff take frequently.
>
> *Placement Counsellor*

> Children and parents receive twice the talents. One person may be strong in an area where the other person is weak (i.e. gym, art, music, etc.).
>
> *Primary School Teacher*

> Sometimes two heads are better than one; I think we cover more cases and possibilities.
>
> *Social Worker*

> If a personal family emergency occurs, job sharing allows each employee to substitute for the other.
>
> *Administration Secretary*

> I enjoy my job more and I no longer have guilt feelings about my children suffering because I work.
>
> *Public Health Nurse*

> Children benefit too in that they have a *happy* fulfilled parent while at the same time learn to be responsible and independent while in day care.
>
> *Primary School Teacher*

> Because our work is high stress I feel that full-time employees suffer more burn out, illness, and family problems than do job sharers who have more flexibility.
>
> *Registered Nurse*

> Enables us to retain the services of highly trained people who in most cases would resign if not able to job share.
>
> *Employer*

c. Disadvantages

A total of twenty job sharing respondents specifically mentioned that they did not feel that there were any disadvantages to job sharing. Others, while not experiencing any problems themselves, listed disadvantages that job sharers might encounter.

The disadvantages most commonly listed by the job sharers was that they were not given fair access to benefits such as pensions and dental plans as compared to their full-time colleagues. As was noted earlier, the provision of benefits varies substantially among employers.

The responses from employers/supervisors also tended to downplay the disadvantages but, of those who listed them, many mentioned the additional time needed to supervise two (instead of one) employees.

The following are some of the comments from individual respondents:

> [There is] less overall feeling that you personally have achieved specific objectives.
>
> *Librarian*

> There is a certain feeling on the part of management that we are not serious about our careers.
>
> *Employment Counsellor*

> People never can get it straight what days you're in, or not in. . . People try to get hold of me on days when I don't work and that may cause frustration and delays. . .
>
> *Health Educator*

> I never feel part of the organization.
>
> *Technician*

> It builds character! (I have to take a lot of negative comments from family, friends, colleagues, etc.).
>
> *Employment Counsellor*

> Responsibility towards improving the work place or problem solving exists only in a minimum form.
>
> *Employer*

Performance appraisal tasks are required on two persons rather than one.

Employer

The only difficulty I have is with oral instructions which at times have to be given twice. There is also some difficulty in one of these persons picking up a case at the point where the other left off; however they leave excellent notes and instructions for one another.

Employer

Factors such as time taken for scheduling can be either an advantage or a disadvantage depending on how the job sharing situation is set up. In cases where two individuals split a person-year but then function as two part-time employees rather than being jointly responsible for one position, the supervisor's job of scheduling becomes more difficult and time-consuming. On the other hand, many of the job sharers were told that they had to work out their shifts between them and ensure that the position was covered at all times. In these situations the supervisor's scheduling job becomes easier, because the job sharers often cover for each other for vacations and sick days.

TABLE 2

Summary of Advantages and Disadvantages of Job-Sharing to Individual Workers

Advantages to Workers	Disadvantages to Workers
• opportunity for a more balanced lifestyle	• less pay than full-time work
• more time for family	• lack of some fringe benefits
• more time for other interests	• pressure to achieve results by the end of each day
• higher level of job satisfaction	• limited opportunity for career advancement
• makes subsequent transition to full-time easier	• less identification with work place
• less stress and burn out	• less opportunity for in-service training
• provides a "mental break" from the children	• less status from the job
• more flexibility for arranging days off	• work time can extend into time off
• keeps skills current	• less feeling of *personal* achievement
• develops team skills	• harder to change jobs
• keeps a "foot in the door"	
• more time for continuing education	
• provides part-time work for those seeking it	
• shifts and pay are more regular than other types of part-time work	
• provides an opportunity to phase into retirement	

TABLE 3

Summary of Advantages and Disadvantages of Job-Sharing to Employers

Advantages to Employers	Disadvantages to Employers
• employees have more energy	• good communications become more essential
• productivity is higher	• possible personality conflicts between partners
• employees are more innovative	• staff discussions must be reported
• one employee can act as "relief" for the other	• possible lack of continuity in the job
• reduces need for overtime	• administrative procedures may have to be changed
• less time off for medical appointments	• possible work space problem if schedules overlap
• workers tend to be more organized and up-to-date in their assignments	
• higher morale	
• brings a wider spectrum of skills to a position	
• fewer sick days	
• provides an opportunity to keep valuable employees	
• better quality of work	
• less lateness	
• less time spent finding relief staff	
• less employee turnover	

10. Is Job Sharing a Success?

When asked whether their job sharing situation was a success, the answer from the 104 job sharing respondents and 37 employer/supervisor respondents was a unanimous "yes", with only one exception.

Several employers expressed the view that job sharing is most successful if it is requested by the employees and if the two individuals are very compatible. Underlying some of the comments from job sharers who initiated the idea appeared to be the feeling that they had to make extra efforts to prove to their employer that it does work.

In contrast to the one individual who felt it was not a success were many who made comments indicating that it was not only successful — but "very" successful. For example one librarian wrote: "A success? — Yes! . . . It has brightened my life and perhaps lengthened it." An employment counsellor wrote that

a description of the success should "use superlative adjectives."

11. The Future of Job Sharing

The job sharers and employers who responded to the questionnaire believe that job sharing is a form of part-time work that will continue to grow in Canada.

Several questions were asked of respondents to determine their long-term attitudes to job sharing. They were asked if they would like to switch to full-time work in the future and if they felt the job sharing situation would survive if one of the partners left. The employers were specifically asked under what circumstances they would expand job sharing.

The majority of individuals had no desire for a future full-time position. Fifty-nine of the 104 respondents answered "no" to the question, "Would you like to switch to full-time employment some time in the future?" As was noted earlier, four of these were individuals who would have preferred full-time at the time they started job sharing. Of the remaining respondents, 37 answered "yes" and the balance either did not answer or had not decided.

A clear majority (67) of the job sharing respondents believed that their job sharing situation would survive if one of the partners resigned. Of these, 28 felt that the employer would find the replacement, 15 indicated the remaining partner would have the responsibility and 23 thought it would be a hiring process that would involve both of them. Several said this transition had already taken place quite successfully.

Employers were also positive towards the future of job sharing. The employer/supervisor respondents were asked under what circumstances they would expand job sharing. Thirty-one responded that they would expand it if two good employees asked for it while only two answered "no". When asked if they would consider two good applicants jointly applying for one position, 22 said "yes" and 10 said "no". Only seven employers indicated they would actually look for job sharing applicants.

F. Establishing a Job Sharing Situation

During the Commission's investigation it became obvious that more information on how to establish a job sharing situation should be readily available to individuals who are considering this option.

The Commission heard from several individuals and groups who had heard of the concept of job sharing and, independently of each other, were engaged in a time-consuming search for more information. To assist such individuals, the following is a checklist of points that should be considered by an employer or an employee (and the union representative, if applicable) before deciding to proceed with the establishment of a job shared position.

1. Checklist for Establishing a Job Shared Position

Seniority - Seniority becomes very important in some organizations because it is used for calculating benefits and when lay-offs become necessary. In many job sharing arrangements, seniority is based on accumulated hours, so that if each person works half-time, it would take each one two years to accumulate one year's seniority. Pension benefits should be given special attention as they are most often based on years of service, multiplied by a factor based on the average salary for a period of time. To be equitable, the pension benefit should be either based on actual calendar years (not accumulated hours) or it should be based on the equivalent full-time wage for the position.

Salary Increments - In many positions, an employee advances to a higher level of pay according to the number of years of service to the employer (usually over and above cost of living increases). A prospective job sharer should determine whether these are based on a percentage of the full-time increment at the same intervals or would the employee go to the level of pay after the accumulation of equivalent "person-weeks".

Future return to a full-time position - Many employees who start job sharing never look at the implications of returning to a full-time position in the future. Some have agreed that the job sharing situation will last for a specific period of time and that the employee has the *right* to a full-time position when the time has passed. Others have agreed that they will be entitled to the first full-time opening that arises after they choose not to job share any longer. Some have been told that if they want to return to full-time they will have to compete with other applicants for any full-time openings. Whichever arrangement is chosen, it should be agreed to before the job sharing begins.

What if one partner leaves? - There have been many successful transitions in job sharing where one partner leaves and another is hired. What has to be determined is whether the employer will allow the job sharing arrangement to survive if one partner leaves. If so, who will find the replacement and to what extent are the remaining partner and employer each involved? Also to be decided is whether or not the remaining

employee is responsible for covering the position full-time until the other position is filled.

Overtime - If two individuals share all aspects of one position, what constitutes overtime? For example, if both partners work 20 hours per week in a position that is normally a 40-hour full-time job, are they paid an overtime rate after 20 hours or after either one of them puts in more than 40 hours?

Extra "On Call" Hours - It should also be determined to what extent and for what occasions the partners can be called upon to work extra hours.

Splitting Benefits - Every prospective job sharer should examine every benefit that full-time workers are entitled to and determine how they are to be shared.

Career Advancement - The question of eligibility for promotion, as well as opportunities for in-service training and upgrading programs, should be discussed at the outset.

Communication Procedures - Good communications between partners and with supervisors is essential. Procedures for communication should be formalized and understood by all concerned from the start.

In general, the implications of job sharing should be carefully thought out and understandings reached before the partners start to work.

Commission Recommendations

In summary, job sharing appears to be a work option that can provide employees with the opportunity to work less than the standard work week and still fit into the "full-time work world." In most cases, the two individuals who share the position can directly compare their remuneration with that of their full-time counterparts. From the case histories examined, it also appears that job sharers are more likely to receive prorated wages and benefits than are other part-time workers.

Commission recommendations concerning job sharing have been incorporated into other recommendations on part-time work and are included in Chapter 4, Section G.

APPENDIX A

The Mandate and Approach of the Commission

A. The Mandate

The Commission of Inquiry Into Part-time Work was appointed under Section 196 of the Canada Labour Code on February 19, 1982 by the Minister of Labour, The Honourable Charles Caccia, to inquire into improving the employment position of part-time workers in Canada.

The Commission was asked to look into:

(a) The problems associated with defining part-time work in Canada given the diversity of work patterns which may be said to constitute part-time work, with a view to recommending an appropriate definition of part-time work for the purpose of ensuring fair and adequate treatment for part-time workers under employment laws, regulations and policies;

(b) The nature and level of supply and demand for part-time labour and the factors contributing to the expansion or contraction of part-time employment opportunities including opportunities for promotion and training;

(c) The factors affecting the extension of collective bargaining rights to part-time workers and the impact of collective bargaining on the overall employment position of part-time workers;

(d) The personal characteristics of part-time workers, including the nature of the part-time employment relationship, the hours of work of part-time workers, their work schedules, and the manner in which work schedules are developed by employers;

(e) The remuneration of part-time workers including:

(i) the relative positions of part and full-time workers with respect to levels of wages paid and benefits coverage (statutory and private) available and extended;

(ii) the nature and extent of any inequities which may exist in the remuneration of part-time workers; and

(iii) the shortcomings of current employment laws, regulations and practices insofar as they affect the remuneration of part-time workers;

(f) The feasibility and necessary components of a compulsory scheme to prorate wages and/or benefits and to consider the impact of such a scheme on the future utilization of part-time labour;

(g) Any matters incidental or relating to any of the foregoing matters; and having completed its inquiry into the above described matters to

(h) recommend legislative, program and/or policy measures which would improve the overall employment position of part-time labour without detracting from the employment position of full-time labour.

B. The Personnel

The commissioner, Joan Wallace, began her work on March 15, 1982. The Commission was to operate at "arm's length" from Labour Canada, and as a result, separate office space had to be secured and separate administrative staff hired.

The executive director, Colin Hansen of Vancouver, and the research director, Gerald Swartz of Toronto, began their work for the Commission early in April. The Commission's administrative office was opened in Vancouver on April 28, 1982 and was staffed by Renata Sakamoto who served as executive secretary, and Suzanne Mimault who provided bilingual support and "in-house" translation services. In May, the Commission contracted the services of Dr. Marilyn Mohan, to provide research consultation to the Commission.

Specific research projects were contracted out to the following individuals and firms:

Dr. Chris Jecchinis –	Part-time Work in Europe
Ms. Elisabeth Scarff –	Part-time Work in the United Kingdom
Ms. Monica Townson	Pension Implications For Part-time Workers
Dr. Frank Reid	Prorating of Fringe Benefits For Part-time Workers
Dr. John Kervin	Analysis of Canadians' Attitudes Towards Part-time Work
Ernst & Whinney	Employers' Attitudes Towards Part-time Workers
Dr. David Foot	Demographic Trends For the Future of Part-time Work

Copies of their reports have been made available to libraries across Canada as listed at the end of Appendix B. A synopsis of each report is outlined in Appendix D.

The Commission also contracted for the services of

Mr. Johan Schuyff of Victoria, B.C. and Ms. Céline Lippe of St. Foy, Quebec for general advice, background and research.

The Commission would also like to thank the Ministry of Labour for the Province of British Columbia for its assistance to the Commission.

C. The Approach

One of the initial objectives of the Commission was to solicit as much input as possible from individual part-time workers from all regions of Canada. It was felt that the response to a call for formal submissions and for participation at public hearings would come primarily from organized groups. Since part-time workers are not generally organized, the Commission designed a questionnaire to solicit input from individual Canadian workers. The questionnaire was completed by 2,395 individuals. (An analysis of their views is covered in Chapter 4.)

In May, 1982, approximately 2,000 letters were sent to unions, employer groups, women's organizations and other groups to advise them of the mandate of the Commission and to invite submissions. In June 1982, official notices, advising of the public hearings, were carried in 31 daily newspapers across Canada. The notices were similar to the notice in column 2.

To ensure that provincial governments were aware of the work of the Commission, the commissioner wrote to the deputy minister of labour for each province in July 1982, and addressed the deputies and other representatives of the provincial governments at the 41st annual conference of the Canadian Association of Administrators of Labour Legislation on August 15, 1982 in Ottawa.

Throughout its mandate, the Commission met privately with many groups including employers, unions, government officials and individual part-time workers. In the latter category, some part-time workers asked to meet privately with the Commission because they feared a negative reaction from their union or employer if they publicly opposed the status quo.

To promote public awareness of the Commission and to encourage input at the fall hearings, the Commissioner travelled to every province during May and June, 1982. During this period the Commissioner was involved in 80 media interviews.

The Commission held 17 days of public hearings in all eight regions of Canada — from Vancouver to Halifax and as far north as Yellowknife. A total of 142 presentations were heard and an additional 74 submissions were mailed to the Commission by groups or individuals who did not appear at the hearings. Those who made representations to the Commission are listed in Appendix B.

Public Hearings on Part-time Work

Commission of Inquiry Into Part-time Work

THE COMMISSION OF INQUIRY INTO PART-TIME WORK has been given a mandate to examine the pay, benefits and opportunities of all part-time workers in Canada and to recommend changes to legislation, regulations and employment practices.

The Commission invites submissions from groups or individuals in writing and/or orally to one of the public hearings.

Public hearings in this region will be held as follows:

Ottawa, Ontario September 2, 1982
Toronto, Ontario September 9, 1982

Anyone wishing to make representation to the Commission at one of its public hearings should notify the Commission in writing before July 31, 1982.

A full list of the hearing dates, copies of the terms of reference and a bibliography of the issue are available from the Commission office which is located at Suite 412, 1755 West Broadway, Vancouver, B.C. V6J 4S5, or by phoning (604) 732-4591.

— Joan Wallace,
Commissioner.

Canada

Schedule of Hearings

A. National Capital Region
City: Ottawa
Date: September 2–3, 1982

B. Ontario Region
City: Toronto
Date: September 7, 9–10, 1982

C. Atlantic Region
City: Halifax
Date: September 13–14, 1982

D. Quebec Region
City: Montreal
Date: September 16–17, 1982

E. Prairie Region
City: Winnipeg
Date: September 22, 1982

City: Edmonton
Date: September 27–28, 1982

F. Northern Region
City: Yellowknife
Date: September 30, 1982

G. Pacific Region
City: Vancouver
Date: October 4–7, 1982

APPENDIX B

Submissions

1. Submissions to the Commission by Means of Personal Appearance

N.B. The brackets following the name of each witness indicate the location of the public hearing at which the submission was made.

A

Ad hoc Committee of Part-time Teachers from J.H. Sissons Elementary School (Yellowknife)
Ad hoc Committee of Part-time Teachers of Concordia University (Montreal)
Albert, Roger (Vancouver)
Alberta Association of Registered Nursing Assistants (Edmonton)
Alberta Federation of Labour (Edmonton)
Armit, Robert E. (Edmonton)
Arnold, Margaret and other Canada Post Corporation Employees (Toronto)
Askim, Rudi (Ottawa)
Atomic Energy of Canada, Whiteshell Nuclear Research Establishment (Winnipeg)

B

Bain, Andrea (Toronto)
Bayefsky, Evelyn and other employees of the Toronto Board of Education (Toronto)
B.C. Association of Social Workers (Vancouver)
B.C. Chamber of Commerce (Vancouver)
B.C. Federation of Labour (Vancouver)
B.C. Health Association (Vancouver)
B.C. Hotels' Association (Vancouver)
B.C. Nurses Union (Vancouver)
B.C. Teachers Federation (Vancouver)
B.C. Transit (Vancouver)
Brotherhood of Railway & Airline Clerks (Vancouver)
Brown, Hélène (Montreal)
Business & Professional Women's Clubs of Ontario (Toronto)

C

Canadian Advisory Council on the Status of Women (Toronto)
Canadian Artists' Representation — Ontario (Toronto)
Canadian Association for Adult Education (Halifax)
Canadian Association of Communication & Allied Workers (Toronto)
Canadian Association of Temporary Services (Vancouver)
Canadian Association of University Teachers (Edmonton)
Canadian Bankers' Association (Toronto)
Canadian Chamber of Commerce (Toronto)
Canadian Conference of the Arts (Ottawa)
Canadian Congress for Learning Opportunities for Women (Halifax)
Canadian Council on Social Development (Ottawa)
Canadian Federation of Independent Business (Vancouver)
Canadian Hospital Association (Ottawa)
Canadian Labour Congress (Ottawa)
Canadian Manufacturers' Association (Toronto)
Canadian Manufacturers' Association (Halifax)
Canadian Organization of Small Business (Edmonton)
Canadian Payroll Association (Toronto)
Canadian Restaurant & Foodservices Association (Toronto)
Canadian Union of Public Employees (Vancouver)
Canadian Union of Public Employees — Local 1230 (Toronto)
Canadian Urban Transit Association (Toronto)
Cassidy, Michael, M.P.P. (Député) (Toronto)
Centrale de l'Enseignement du Québec (Montreal)
Centrale des Syndicats Démocratiques (Montreal)
Coalition intersyndicale sur le Travail á temps partiel (Montreal)
College-Institute Educators Association (Vancouver)
Comité paritaire du vêtement pour dames (Montreal)
Confédération des Syndicats Nationaux (Montreal)
Conseil du Patronat du Québec (Montreal)

D

Dillon, Marion and Tricoteux, Christine (Yellowknife)
Dolabjian, Vartkes S. (Montreal)
Downtown Vancouver Association (Vancouver)
Dunn, Elsa (Toronto)

E

Employers' Council of British Columbia (Vancouver)

F
Fédération des Syndicats Professionnels des Infirmiéres et Infirmiers du Québec (Montreal)
Fédération des Travailleurs du Québec (Montreal)
Federation of Canadian Municipalities (Vancouver)
Federation of Women Teachers of Ontario (Toronto)
Findlay, Peter and Moscovitch, Allan (Ottawa)

H
Halifax Board of Trade (Halifax)
Halifax, City of, Social Planning and Development Department (Halifax)
Hannis, David and Cass, Carol (Edmonton)

I
Independent Canadian Transit Union (Vancouver)
Industrial Cartage Association of Metropolitan Toronto (Toronto)
Insurance Bureau of Canada (Vancouver)
Interpretive Staff of the Provincial Museum of Alberta (Edmonton)

K
Kurin, Freda (Toronto)

L
La Fédération des Femmes du Québec (Montreal)
L'Association féminine d'éducation et d'action sociale (Montreal)
Latrémouille, Claude (Toronto)
Lawrence, Llew (Edmonton)
Le Conseil Québécois du Commerce de Détail (Montreal)

M
Makolkin, Anna (Toronto)
Manitoba Department of Labour & Manpower (Winnipeg)
Manitoba Organization of Nurses' Associations (Winnipeg)
Manitoba Teachers Society (Winnipeg)
Manitoba Women's Institute (Winnipeg)
Martin, Gail (Vancouver)
Mitchell, Dr. Beverly (Edmonton)
Montone, Marie (Ottawa)
Murray, David (Vancouver)

N
National Advisory Council on Aging (Ottawa)
National Union of Provincial Government Employees (Ottawa)
New Brunswick Advisory Council on the Status of Women (Halifax)
New Brunswick Teachers Federation (Halifax)
Nider, Debbie (Yellowknife)
Northwest Territories Public Service Association (Yellowknife)
Northwest Territories Teachers' Association (Yellowknife)
NOVA — An Alberta Corporation (Edmonton)
Nova Scotia Federation of Labour (Halifax)
Nova Scotia Nurses Union (Halifax)
Nova Scotia Status of Women (Halifax)

O
Ontario Nurses Association (Toronto)
Ontario Status of Women Council (Toronto)
Ontario Trucking Association (Toronto)
Operation Lifeline (Toronto)
Ottawa Newspaper Guild (Ottawa)

P
Perrault, Nicole (Montreal)
Peterborough Women's Committee (Montreal)
Prince Edward Island Licensed Nursing Assistants' Association (Halifax)
Professional Institute of the Public Service of Canada (Ottawa)
Professional Women's Association (Toronto)
Projet d'Intégration des Femmes de l'Outaouais (Ottawa)
Provincial Advisory Council on the Status of Women — Newfoundland and Labrador (Halifax)
Public Service Alliance of Canada (Ottawa)

R
Railway Association of Canada (Montreal)
Redman, Vic (Vancouver)
Registered Nurses Association of Ontario (Toronto)
Réseau d'Action et D'Information pour les Femmes (Montreal)
Restaurant and Food Services Association (Vancouver)
Retail Council of Canada (Toronto)
Retail Merchants Association of Canada (Vancouver)
Revich, Julius (Toronto)
Richmond Women's Resource Centre (Vancouver)
Royal Canadian College of Organists (Toronto)

S Scott, Robert and Burgess, Catherine (Edmonton)
Society for Canadian Women in Science and Technology (Vancouver)
Syndicat des Chargées, Chargés des cours de l'Université du Québec à Montréal (Montreal)
Syndicat des Fonctionnaires Provinciaux du Québec/Syndicat des Professionnels du Gouvernement du Québec (Montreal)

T Teaching Support Staff Union — Simon Fraser University (Vancouver)
Telecommunications Workers Union (Vancouver)
Temporarily Yours (Halifax)
The Montreal Council of Women (Montreal)
Toronto, City of, Management Services Department (Toronto)
Tourism Industry Association of Canada (Ottawa)
Transport Labour Relations (Vancouver)
Tree of Peace, Native Outreach Program (Yellowknife)
Troll, Julius (Toronto)

U United Food & Commercial Workers Union (Toronto)
United Food & Commercial Workers/Region 18 Canada (Vancouver)
United Nurses Inc. (Montreal)
United Steelworkers of America (Ottawa)
University of Manitoba (Winnipeg)

V Vancouver Status of Women (Vancouver)

W Warren, Catherine (Edmonton)
Wendy's Restaurants (Vancouver)
Winnipeg Chamber of Commerce (Winnipeg)

Y Young Women's Christian Association (Toronto)
Young Women's Christian Association (Vancouver)

2. Written Submissions

A Alberta Advanced Education & Manpower, Edmonton, Alberta
Alberta Home Economics Association, Edmonton, Alberta
Andrews, Joan, Unionville, Ontario
Association of Academic Staff, University of Alberta, Edmonton, Alberta

B Bell, Dr. D.E., Ottawa, Ontario
Black, Bernadette, Peterborough, Ontario
Black & Decker Canada Ltd., Brockville, Ontario
Borins, Dr. E.F., Toronto, Ontario
British Columbia Human Rights Commission, Victoria, B.C.

C Calder, Margaret, Edmonton, Alberta
Canada Post Corporation, Ottawa, Ontario
Canadian Artists Representation, Ottawa, Ontario
Canadian Construction Association, Ottawa, Ontario
Canadian Dental Hygienists Association, Hamilton, Ontario
Canadian Teachers Federation, Ottawa, Ontario
Central Mortgage and Housing Corporation, Ottawa, Ontario
Chapman, Lorraine, Burlington, Ontario
Cohen, Sharon, Toronto, Ontario
Cole, Dorothy, Downsview, Ontario
Communications Workers of Canada, Ottawa, Ontario
Confederation of Canadian Unions, Toronto, Ontario
Conseil du statut de la femme, Quebec City, Quebec
Constellation Assurance, Toronto, Ontario
Corner Brook Status of Women Council, Corner Brook, Newfoundland

D Devlin, F.J., Dartmouth, Nova Scotia

E Employees of the Department of National Revenue, Income Tax

F Fennell, Donna, Prince George, B.C.
Frizzell, Margaret, Red Deer, Alberta

G Gilchrist, Patricia, Toronto, Ontario
Glibota, Theone, Sault Ste. Marie, Ontario

H Health and Welfare Canada (New Horizons Program), Ottawa, Ontario

Hervieux-Payette, Céline, M.P. Député, Montréal, Quebec
Horseman, R.M., Winnipeg, Manitoba

I Infanti, Rita, Windsor, Ontario
Institute for the Study of Women, Mount St. Vincent University, Halifax, Nova Scotia

L Lamb, Seonaid, Vancouver, B.C.
Larose, Christine, Longueuil, Quebec

M MacFarlane-Wright, Jean, Toronto, Ontario
Mandeville, Thérèse et al, Sorel, Québec
Manitoba Civil Service Commission, Winnipeg, Manitoba
Mathews, Charlotte, Sarnia, Ontario
Mitchell, Vincent, Montréal, Quebec
Morier, Pauline, Montréal, Quebec
Mulligan, E., North Bay, Ontario

N National Action Committee on the Status of Women, Toronto, Ontario
New Brunswick Federation of Agriculture, Fredericton, New Brunswick
New Brunswick Hospital Association, Fredericton, New Brunswick
New Brunswick Nurses Union, Fredericton, New Brunswick
Newfoundland Nurses Union, St. John's, Newfoundland

O Oldham, Monica, Victoria, B.C.
Ontario Hospital Association, Toronto, Ontario
Ontario Manpower Commission, Toronto, Ontario

P Polish Canadian Women's Federation, Branch #8, Ottawa, Ontario
Pollock-Post, Debora, Halifax, Nova Scotia
Prince Edward Island, Ministry of Labour, Charlottetown, P.E.I.
Pro Feminae — A Program for Women; Fredericton, New Brunswick

S Saskatchewan Joint Board (Retail, Wholesale & Department Store Union), Regina, Saskatchewan
Service Master, Halifax, Nova Scotia
Sherwood, Deborah, West Vancouver, B.C.
Simpson, Maxine, Vancouver, B.C.
Singer, Bonnie, Toronto, Ontario
Smith, Alice, Calgary, Alberta
Smith, Barbara, Burlington, Ontario
Sowden, Wayne, Winnipeg, Manitoba
Stewart, Beverlee, Calgary, Alberta
Sunnett, Janet, Ottawa, Ontario
Surrey Chamber of Commerce, Surrey, B.C.

T Treasury Board, Personnel Policy Branch, Government of Canada, Ottawa, Ontario
Thyer, Norman, Nelson, B.C.

V VS Services Ltd., Toronto, Ontario

Y Young, M.E.J., Vancouver, B.C.
Yukon Teachers' Association, Whitehorse, Yukon
Young Women's Christian Association, Calgary, Alberta

3. Public Access to Submissions

The Commission has made arrangements for copies of all research papers and submissions (except those marked confidential) to be available to the public at the following libraries:

- British Columbia Ministry of Labour Library, 880 Douglas Street, Victoria, B.C.
- University of British Columbia, Government Publications, Main Library, Vancouver, B.C.
- Alberta Department of Labour Library, 10808 - 99 Avenue, Edmonton, Alberta
- Saskatchewan Labour Library, 1914 Hamilton Street, Regina, Saskatchewan
- Manitoba Legislative Library, 200 Vaughan Street, Winnipeg, Manitoba
- University of Toronto, Centre for Industrial Relations, 123 St. George Street, Toronto, Ontario
- Queen's University, Industrial Relations Centre, Kingston, Ontario
- Canada Labour Relations Board Library, 125 Sussex Drive, Ottawa, Ontario
- Labour Canada Library, Place du Portage, Phase II, Hull, Quebec
- Confédération des Syndicats Nationaux, Centre de documentation, 1601 Delorimier, Montreal, Quebec
- Université Laval, General Library, Ste-Foy, Quebec

- New Brunswick, Moncton Public Library, 51 Highfield Street, Moncton, New Brunswick
- Prince Edward Island, Confederation Centre Library, Queens Street, Charlottetown, P.E.I.
- Dalhousie University Library, Documents Section, Halifax, Nova Scotia
- Newfoundland Provincial Reference and Resource Library, Confederation Building, St. John's, Newfoundland

APPENDIX C

Data Sources

The information contained in Chapter 3 was derived from two studies conducted by Statistics Canada: the 1981 Labour Force Survey and the Survey of 1981 Work History. Together, these two surveys provide the best source of knowledge on part-time work in Canada on a national basis, but interpretation of the information presented requires that the surveys' differences be kept in mind.

Information from the Labour Force Survey comes from periodic snapshots of the labour force, whereas information from the Survey of Work History is based on the worker's recall of one year's work activity. The Labour Force Survey is a long-standing survey conducted monthly, and provides a snapshot of part-time employment during one specific week in each of the 12 months of the year. Annual averages of part-time employment drawn from the Labour Force Survey are in fact averages of part-time employment activity during the 12 reference weeks for that year. By contrast, the Survey of Work History has been conducted only once, as a supplement to the Labour Force Survey, in January 1982. Respondents were asked to recall their employment characteristics, employer by employer, between January and December 1981. Whereas the Survey of Work History can be expected to identify short periods of employment that the Labour Force Survey snapshots may miss, some margin of error, due to faulty recall, must be anticipated.

The two surveys have different sample sizes. The Labour Force Survey presents labour force data gathered from 56,000 households across Canada, representing all people in the population over 15 years, with the exception of residents of the Yukon, Northwest Territories, persons living on Indian Reserves, full-time members of the armed forces, and inmates of institutions. The Survey of Work History used a subset of the Labour Force Survey January 1982 sample, four-sixths, or 38,000 households within the Labour Force Survey total sample. A fuller description of the Labour Force Survey sample, as well as data reliability measures, can be found in the Statistics Canada publication, Cat. 71-001 and in *Methodology of the Canadian Labour Force Survey - 1976,* Cat. 71-526. Following the Labour Force Survey procedures, all estimates under 4,000 have been suppressed in this report.

At the time of writing, only one table from the Survey of Work History has been published. In data reproduced from the survey in this report, where the part-time worker is the unit of measurement, estimates of 19,000 and above are considered reliable enough for most purposes (coefficients of variation are less than 16.5 per cent); estimates between 18,000 and 8,000 have greater variability and should be used with some caution (coefficients of variation range between 16.5 per cent and 25 per cent); and estimates of less than 8,000 are supressed. Where part-time jobs are the unit of measurement, the equivalent estimates are 20,000 and over; 20,000 to 9,000; and less than 9,000; respectively.

The definition of a part-time worker in the Labour Force Survey is also different from the definition used in the data we have taken from the Survey of Work History. The Labour Force Survey defines part-time workers as people who usually work less than 30 hours per week, excluding those who usually work less than 30 hours per week but who consider themselves to be employed full-time (e.g. airline pilots). People working part-time then include: paid workers (working for private or government establishments, and including owners of incorporated businesses); unpaid family workers (working for a family business but receiving no salary); and the self-employed (either as an employer, or on the person's own account) in an unincorporated business. Data drawn from the Survey of Work History and used in Chapter 3 defines a part-time worker as a person in a paid worker job which is that person's main job (measured in hours), usually involving less than 120 hours per month. This definition was chosen because several of the questions of special interest to the Commission (usual hours of work per day, days per week, weeks per month; main reason for a change of hours; additional hours wanted per month and the reason for not working them; union status of job; and wage or salary for each job) were only asked of paid worker jobs in the survey.

Chapter 3 then draws upon the strengths of each survey. In general, demographic data and within-year part-time worker behaviour data were derived from the Labour Force Survey since it has the larger sample, and the Survey of Work History was less successful in showing the within-year variation. Data on part-time jobs were drawn from the Survey of Work History, as this survey provides information on union membership, work schedules, the length and timing of periods of employment, preferences for additional hours of work, as well as wages or salary for each and every paid worker job throughout the year of 1981.

The interested reader is referred to the Special

Surveys Division or the Labour Force Activity Section of Statistics Canada for details on the features of the Survey of Work History data, and its limitations. A copy of the survey's questionnaire and data used in Chapter 3 follow. In all tables, columns may not add to totals due to rounding, and small samples (. . .) have been supressed.

TABLE C1
Age and Sex of Part-time and Full-time Workers

	Men				Women			
	Full-time		Part-time		Full-time		Part-time	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
All Ages	6109	100.0	413	100.0	3346	100.0	1064	100.0
15 - 24	1137	18.6	298	72.2	895	26.8	352	33.1
25 - 34	1794	29.4	30	7.3	997	29.8	240	22.6
35 - 44	1319	21.6	12	2.9	671	20.1	202	19.0
45 - 54	1063	17.4	15	3.6	484	14.5	157	14.8
55 - 64	700	11.5	22	5.3	269	8.0	89	8.4
65 and over	96	1.6	36	8.7	30	0.9	24	2.3

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C2
Marital Status of Full-time and Part-time Workers (000's)

	Part-time				Full-time			
	# (000's)	%	# Women (000's)	% Women	# (000's)	%	# Women (000's)	% Women
Total	1477	100.0	1064		9456	100.0	3346	
Married	759	51.4	672	85.5	6466	66.4	1992	30.8
Single	638	43.2	324	50.8	2347	24.8	966	41.2
Other	79	5.3	68	86.0	643	6.8	389	60.5

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

TABLE C3
Education of Part-time and Full-time Workers Aged 25 Years and Over

	Full-time		Part-time	
	# (000's)	%	# (000's)	%
Total	7424	100.0	826	100.0
0 - 8 years schooling	1367	18.4	138	16.7
Some high school	3473	46.8	420	50.8
Some post-secondary	568	7.7	53	6.4
Post-secondary certificate or diploma	937	12.6	131	15.9
Post-secondary degree	1077	14.5	81	9.8

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C4
Part-time and Full-time Employment as a Per Cent of Total Employment in Each Age Group

	Men		Women	
	Full-time as % of Age Group Employed	Part-time as % of Age Group Employed	Full-time as % of Age Group Employed	Part-time as % of Age Group Employed
All Ages	93.7	6.3	75.9	24.1
15 - 24	79.2	20.8	71.8	28.2
25 - 34	98.4	1.6	80.6	19.4
35 - 44	99.1	0.9	76.9	23.1
45 - 54	98.6	1.4	75.5	24.5
55 - 64	97.0	3.0	74.9	24.8
65 & over	72.7	27.3	55.6	44.4

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data. Percentages derived from estimates in Table C1.

TABLE C5
Marital Status and Sex of Young (15 - 24 Years) Full-time and Part-time Workers

	Men				Women			
	Full-time		Part-time		Full-time		Part-time	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total	1137	100.0	298	100.0	895	100.0	352	100.0
Married	292	25.7	7	2.4	293	32.7	52	14.8
Single	837	73.6	291	97.7	587	65.6	298	84.7
Other	7	0.6	...	n.a.	16	1.8	...	n.a.

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C6
Educational Levels of Young (15 - 24 Years) Full-time and Part-time Workers

	Full-time		Part-time	
	# (000's)	%	# (000's)	%
Total	2032	100.0	650	100.0
0 - 8 years schooling	94	4.6	35	5.4
Some high school	1348	66.9	483	74.3
Some post-secondary	254	12.5	87	13.4
Post-secondary certificate or diploma	237	11.7	33	5.1
Post-secondary degree	97	4.8	13	2.0

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C7
Reasons Why People Work Part-time

	Aged 15 - 24				Aged 25 - 54				Aged 55 & Over			
	Men		Women		Men		Women		Men		Women	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total	298	100.0	352	100.0	57	100.0	599	100.0	58	100.0	113	100.0
Personal or family responsibilities	...	n.a.	13	3.7	...	n.a.	154	25.7	...	n.a.	11	9.7
Going to school	219	73.5	205	58.2	9	15.8	8	1.3	...	n.a.	...	n.a.
Could only find part-time work	54	18.1	82	23.3	23	40.4	90	15.0	6	10.3	11	9.7
Did not want full-time work	19	6.4	47	13.4	9	15.8	328	54.8	39	67.2	83	73.5
Other reasons	5	1.7	5	1.4	14	24.6	19	3.2	12	20.7	8	7.1

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

TABLE C8
Part-time and Full-time Women Workers with Children Under 16 Years of Age at Home

	Full-time				Part-time			
	Spouse present (000's)	% with children under 16 years at home	Spouse absent (000's)	% with children under 16 years at home	Spouse present (000's)	% with children under 16 years at home	Spouse absent (000's)	% with children under 16 years at home
Workers 25 - 44 years	1216	63.5	452	28.5	406	86.2	36	55.6
At least 1 child under 6 years	325		36		173		7	
At least 1 child 6 - 16	447		93		177		13	
No children under 16 years	444		323		56		16	
Workers 45 - 64 years	508	20.1	245	9.0	206	24.8	41	12.2
At least 1 child under 6 years old	4		...		...		...	
At least 1 child 6 - 16	98		22		51		5	
No children under 16 years	406		222		154		36	
Workers 65 and over	9	0.0	21	0.0	9	0.0	15	0.0
At least 1 child under 6 years old	...		...		...		...	
At least 1 child 6 - 16	...		...		...		...	
No children under 16 years	9		20		9		14	

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

Note: Spouse present: people living in a family relationship where the family contains both a head and a spouse.
Spouse absent: people not living in a family relationship, and people living in a family relationship where a head but no spouse is present.

TABLE C9
Distribution of Full-time and Part-time Workers Across Industries

	Full-time		Part-time	
	# (000's)	%	# (000's)	%
All Industries	9456	100.0	1477	100.0
Agriculture	396	4.2	88	6.0
Forestry, fishing, mining, etc.	308	3.3	4	0.3
Manufacturing	2049	21.7	71	4.8
Construction	606	6.4	38	2.6
Transportation, communication, and other utilities	857	9.1	47	3.2
Trade	1458	15.4	417	28.2
Finance, insurance and real estate	537	5.7	56	3.8
Community, business & personal services	2526	26.7	712	48.2
Public administration	719	7.6	42	2.8

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

TABLE C10
Distribution of Full-time and Part-time Workers Across Occupations

	Full-time		Part-time	
	# (000's)	%	# (000's)	%
All Occupations	9456	100.0	1477	100.0
Managerial, professional	2329	24.6	256	17.3
Clerical	1589	16.8	345	23.4
Sales	892	9.4	232	15.7
Service	1057	11.2	410	27.8
Primary	580	6.1	92	6.2
Processing	1616	17.1	48	3.2
Construction	639	6.8	19	1.3
Transportation	385	4.1	25	1.7
Material handling and other	368	3.9	49	3.3

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Cat. 71-001.

TABLE C11
Distribution of Actual Hours Worked Per Week for Part-time Workers

Actual Hours Worked	# Part-time Workers (000's)	Actual Hours Worked	# Part-time Workers (000's)
	1477	15	115
0	105	16	112
1	6	17	14
2	18	18	40
3	28	19	10
4	49	20	188
5	43	21	26
6	46	22	21
7	28	23	19
8	109	24	86
9	20	25	61
10	103	26	11
11	12	27	9
12	85	28	23
13	16	29	5
14	37	30 and more	35

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C12
Job Tenure

	Full-time		Part-time		Part-time Women		Part-time Men	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total	9456	100.0	1477	100.0	1064	100.0	413	100.0
Less than 1 year	2236	23.7	659	44.6	440	41.4	218	52.8
1 - 5 years	2887	30.5	496	33.6	363	34.1	133	32.2
6 - 10 years	1808	19.1	168	11.4	142	13.4	27	6.5
11 and more years	2525	26.7	153	10.4	119	11.2	35	8.5

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C13
Job Tenure

Full-time

	Men				Women			
	Less than 25 years of age		25 & over		Less than 25 years of age		25 & over	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total	1138	100.0	4972	100.0	895	100.0	2451	100.0
Less than 1 year	571	50.2	751	15.1	448	50.1	467	19.1
1 - 5 years	480	42.2	1235	24.8	394	44.0	777	31.4
6 - 10 years	83	7.3	1069	21.5	50	5.6	605	24.7
11 and more years	4	0.4	1917	38.6	...	n.a.	603	24.6

Part-time

	Men				Women			
	Less than 25 years of age		25 & over		Less than 25 years of age		25 & over	
	# (000's)	%	# (000's)	%	# (000's)	%	# (000's)	%
Total	298	100.0	114	100.0	352	100.0	712	100.0
Less than 1 year	183	61.4	35	30.7	221	62.8	220	30.9
1 - 5 years	104	34.9	29	25.4	121	34.4	242	34.0
6 - 10 years	11	3.7	16	14.0	10	2.8	132	18.5
11 and more years	...	n.a.	34	29.8	...	n.a.	119	16.7

Source: Statistics Canada. *Labour Force Survey*, 1981 Annual Averages. Unpublished data.

TABLE C14
Numbers of Hours Usually Worked Per Day in Part-time Jobs

	# Jobs (000's)
Total	2702
One hour	33
Two	135
Three	237
Four	555
Five	439
Six	303
Seven	226
Eight	661
Nine or more	113

Source: Statistics Canada. *Survey of 1981 Work History*. Unpublished data.

TABLE C15
Number of Days Usually Worked Per Week in Part-time Jobs

	# Jobs (000's)
Total	2702
One day	321
Two	685
Three	675
Four	278
Five	638
Six or Seven	104

Source: Statistics Canada. *Survey of 1981 Work History*. Cat. 71-001, October 1982.

TABLE C16
Number of Weeks Usually Worked Per Month in Part-time Jobs

	# Jobs (000's)
Total	2702
One week	183
Two	240
Three	100
Four	2179

Source: Statistics Canada. *Survey of 1981 Work History*. Cat. 71-001, October 1982.

TABLE C17
Per Cent of Each Age Group in Part-time Full-Year Jobs

	Part-time Jobs (000's)	Part-time Part-year Jobs (000's)	Part-time Full-year Jobs (000's)	% of Age Group in Part-time Full-year Jobs
All Ages	2702	1817	885	32.8
15 - 24	1299	1011	288	22.2
25 - 34	513	349	165	32.2
35 - 44	348	188	161	46.3
45 - 64	398	184	214	53.8
65 and over	73	30	43	58.9

Source: Statistics Canada. *Survey of 1981 Work History*. Unpublished data.

TABLE C18
Union and Non-Union Part-time Jobs in Each Hourly Wage Category

	Union		Non-Union	
	# (000's)	%	# (000's)	%
Total	406	100.0	2296	100.0
Less than $4	35	8.6	800	34.8
$ 4 - 7.99	152	37.4	1085	47.3
$ 8 - 11.99	141	34.7	218	9.5
$12 - 15.99	44	10.8	93	4.1
$16 and over	34	8.4	100	4.4

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished data.

TABLE C19
Yearly Income from Part-time Paid Worker Jobs

	Part-time Jobs					
	Both Sexes		Women Job-holders		Men Job-holders	
	# (000's)	%	# (000's)	%	# (000's)	%
Total	2702	100.0	1738	100.0	964	100.0
Less than $5,000	1731	64.1	1138	65.5	592	61.4
5 - 9,999	597	22.1	415	23.9	183	19.0
10 - 14,999	196	7.3	119	6.9	77	8.0
15 - 19,999	77	2.9	36	2.1	40	4.2
20 - 24,999	52	1.9	19	1.1	33	3.4
25,000 and over	50	1.9	11	0.6	39	4.1

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished data.

TABLE C20
Average Hourly Wage in Part-time and Full-time Jobs, by Occupation

	Full-time		Part-time	
	Number of Jobs (000's)	Average Hourly Wage $	Number of Jobs (000's)	Average Hourly Wage $
All Occupations	10866	8.64	2702	6.84
Managerial, professional	2485	11.02	516	10.10
Clerical	2016	7.24	614	6.52
Sales	882	7.49	371	5.61
Service	1321	6.55	716	4.94
Primary	442	7.61	114	6.03
Processing	1944	8.40	111	7.32
Construction	841	9.80	64	8.46
Transportation	450	8.47	72	8.20
Material handling	485	8.16	121	6.17

Source: Statistics Canada. *Survey of 1981 Work History.* Unpublished data.

Note: The category "Material handling" is material handling only, not "Material handling & other."

TABLE C21
Average Hourly Wage in Part-time and Full-time Jobs, by Industry

	Full-time		Part-time	
	Number of Jobs (000's)	Average Hourly Wage $	Number of Jobs (000's)	Average Hourly Wage $
All industries	10866	8.64	2702	6.84
Agriculture	180	5.11	80	5.07
Other Primary	389	10.09	34	11.72
Manufacturing	2494	8.62	174	7.43
Construction	779	9.79	90	7.40
Transportation, communication, and other utilities	951	9.52	125	8.94
Trade	1637	7.38	684	5.73
Finance, insurance and real estate	643	8.22	90	7.71
Community, business and personal services	2913	8.35	1303	6.92
Public Administration	880	10.22	121	8.37

Statistics Canada. *Survey of 1981 Work History.* Unpublished data.

8◆ Statistics Canada / Statistique Canada — SURVEY OF 1981 WORK HISTORY — CONFIDENTIAL when completed

Docket No. 2 | Survey date 3 | Assignment No. 4 | 1 FORM NO. 03

HRD supp - test No. | Given name | Surname

5 | 6 | 7

		EMPLOYER 1	EMPLOYER 2
10	INCLUDING SELF-EMPLOYMENT, FOR HOW MANY DIFFERENT EMPLOYERS DID ... WORK IN 1981? If 0 0 go to 28		
11	STARTING WITH THE MOST RECENT EMPLOYER, FOR WHOM DID ... WORK IN 1981?	Same as Item 72 on F05 1 ☐ OR	
	FOR EACH EMPLOYER REPORTED ASK:		
12	WHEN DID ... START WORKING FOR THIS EMPLOYER?	Same as Item 73 on F05 1 ☐ OR Mo. Yr.	Mo. Yr.
13	IN WHICH MONTHS OF 1981 DID ... WORK FOR (repeat name of employer)? *Include as work all paid absences.*	All months 13 ○ OR J F M A M J 01 02 03 04 05 06 OR J A S O N D 07 08 09 10 11 12	All months 13 ○ OR J F M A M J 01 02 03 04 05 06 OR J A S O N D 07 08 09 10 11 12
14	WHAT KIND OF BUSINESS, INDUSTRY, OR SERVICE WAS THIS?	Same as Item 74 on F05 1 ☐ OR	
15	WHAT KIND OF WORK WAS ... DOING?	Same as Item 75 on F05 1 ☐ OR	
16	CLASS OF WORKER	☐	☐
17	*INTERVIEWER CHECK ITEM* • *If Code 1 (Paid Worker) in Item 16* ... • *Otherwise* ...	1 ○ *Go to 18* 3 ○ *Go to EMPLOYER 2*	1 ○ *Go to 18* 3 ○ *Go to EMPLOYER 3*
18	DID ... USUALLY WORK THE SAME NUMBER OF HOURS EACH MONTH FOR (repeat name of employer)? *Include as work all paid absences.*	Yes 1 ○ *Go to 20* No 3 ○ *Go to 19*	Yes 1 ○ *Go to 20* No 3 ○ *Go to 19*
19	WHAT WAS THE MAIN REASON FOR THIS CHANGE?	☐ *Enter code*	☐ *Enter code*
20	HOW MANY WEEKS PER MONTH DID ... USUALLY WORK FOR THIS EMPLOYER?	☐ weeks	☐ weeks
21	IN THE WEEKS THAT ... WORKED FOR THIS EMPLOYER, HOW MANY DAYS PER WEEK DID ... USUALLY WORK?	☐ days	☐ days
22	ON THE DAYS THAT ... WORKED FOR THIS EMPLOYER, HOW MANY HOURS PER DAY DID ... USUALLY WORK?	☐☐ hours	☐☐ hours
23	*INTERVIEWER CHECK ITEM* • *If less than 4 in Item 20* OR *less than 5 in Item 21* OR *less than 05 in Item 22* ... • *Otherwise* ...	1 ○ *Go to 24* 3 ○ *Go to 25*	1 ○ *Go to 24* 3 ○ *Go to 25*
24	APPROXIMATELY HOW MANY ADDITIONAL HOURS PER MONTH WOULD ... HAVE PREFERRED TO WORK FOR THIS EMPLOYER?	☐☐ If 0 0 go to 26	☐☐ If 0 0 go to 26
25	WHAT WERE THE REASONS ... DID NOT WORK THESE ADDITIONAL HOURS? Record all reasons given WERE THERE ANY OTHER REASONS?	☐ ☐ ☐ *Enter code(s)*	☐ ☐ ☐ *Enter code(s)*
26	WAS ... A MEMBER OF A UNION OR OTHER GROUP WHICH BARGAINS COLLECTIVELY WITH THIS EMPLOYER?	Yes 1 ○ No 3 ○	Yes 1 ○ No 3 ○
27	WHAT WAS ... 'S USUAL WAGE OR SALARY BEFORE TAXES AND OTHER DEDUCTIONS FROM THIS EMPLOYER?	$ ☐☐☐☐☐.☐☐ ☐ *Enter rate code*	$ ☐☐☐☐☐.☐☐ ☐ *Enter rate code*
		GO TO EMPLOYER 2 (If none go to Item 28)	GO TO EMPLOYER 3 (If none go to Item 28)

APPENDIX D

Synopsis of Research Studies

The Commission utilized the services of research consultants to fill its in-depth research requirements and to provide detailed examination of particularly important questions. When warranted by their findings, the consultants offered their own conclusions and policy recommendations for the Commission's consideration.

1. Studies Undertaken by Commission Staff

Commission staff participated in research as follows:

The director of research, *Gerald S. Swartz,* supported the public hearings in eastern Canada and operated the Commission's branch office in Toronto. He met with American government, labour, and private sector officials in Washington, D.C. and reviewed the experience of the American government program employing part-time civil servants. He organized and supervised the Commission's research activities.

Dr. Marilyn Mohan worked as the senior consultant providing research expertise for the Commission's head office in Vancouver and supported the public hearings in western Canada. She analyzed the part-time labour force market in Canada. Her use of the Labour Force Survey, the Survey of 1981 Work History and other data sources furthered the Commission's understanding of who works part-time and the nature of their work. Dr. Mohan's report to the Commission is reproduced in its entirety as Chapter 3 and Appendix C of this report.

The executive director, *Colin Hansen,* supported the public hearings across Canada and undertook an investigation of job sharing in Canada. Included in this study is an examination of the case studies of 104 job sharers and 37 employers or supervisors of job sharers. Mr. Hansen's report is reproduced in its entirety as Chapter 7 of this report.

2. Other Studies

The Commission also contracted to have research reports written on subjects of specific interest. Copies of these reports have been made available to the libraries listed at the end of Appendix B.

Ernst & Whinney Management Consultants conducted a survey of employers' attitudes and practices regarding part-time work. The survey compared how full-time and part-time workers were treated with respect to compensation and benefits, the reasons why part-time staff were employed, the nature of employer experience with part-time, and the effect that pro-rating of benefits for full and part-time employees would have on the hiring of part-time employees.

Dr. David K. Foot reviewed the history of part-time work in Canada. He assessed the growth of part-time work in conjunction with the changing age-sex composition of the Canadian labour force over time and projected the growth of the part-time labour force to the turn of the century. His study reflects the impacts of the growth and the aging of the Canadian population and labour force taking into account future trends in demographic determinants and part-time labour force participation rates.

Dr. Chris A. Jecchinis examined European experiences, policies and problems with part-time work. This study covers Austria, the European Economic Community, France, West Germany and Sweden. It describes the size and structure of the part-time labour force; employer, employee and government attitudes towards part-time work; conditions of employment and social security systems for part-time workers. Dr. Jecchinis met in Europe with officials from the above jurisdictions and with staff from various industry, labour and international organizations.

Dr. John Kervin designed and analyzed the results of a survey of people interested in part-time work. His analysis looked at how people evaluated part-time work, what problems they saw with it, and under what circumstances they might want to change from full-time to part-time employment. Considerable effort was expended by the Commission to ensure that replies to the survey were obtained from people all across Canada regardless of their work situation at the time of the survey.

Dr. Frank Reid examined the cost implications of treating part-time workers on a similar basis, prorated for time worked, to full-time workers in terms of earnings and fringe benefits. He assessed the administrative and the direct costs of prorating a number of fringe benefits, including vacations, holidays, private pensions, life and health insurance, and overtime pay.

Elisabeth Scarff reviewed British programs and policies in part-time work. While in England she met with government and organization officials to discuss the British experience and the possibilities for growth in and new directions for part-time work.

Monica Townson examined the issue of pensions for

part-time workers in Canada. Her study reviewed the strengths and weaknesses of the present Canada/ Quebec Pension Plan and of various types of private pension plans as they impact on part-time workers. She assessed a number of ways in which pension plans might be changed in order to make them more accessible and more beneficial for part-time workers.

APPENDIX E

Self-Selection Samples

The self-selection sample is a data-gathering procedure that may occasionally be appropriate for exploratory research. In a situation where the researcher wants the more extreme opinions in order to determine the range of responses (and, as in this case, factors associated with these more extreme opinions), it is easier to allow such persons to select themselves into the sample. The major sampling task then becomes one of making the questionnaire instrument as widely available as possible.

To some extent, all samples are subject to self-selection bias. Even in the case of probability samples, randomly chosen respondents frequently decline to participate. Thus the difference is partly one of degree, and partly qualitative since in the self-selection case, one is taking advantage of the response bias to obtain a desired over-sampling of those with stronger views.

The use of this data-gathering technique in this study has advantages and disadvantages. It is relatively fast and a great deal less expensive than a standard probability sample, even with cluster and stratified sampling. (This is true whether one sampled jobs themselves, through employers, or the incumbents of jobs, through a random survey of households.) The self-selection survey also provides a large sample size, and, through appropriate publicity and distribution of questionnaires, responses from a variety of groups and in a variety of settings, thus helping to ensure adequate breadth or scope of the survey.

Such a technique has some problems as well. Because the method does not provide a probability sample, it is not possible to estimate population parameters since there is no way of estimating sampling or standard error. However, as mentioned above, the objectives of this particular study rendered this criterion less important than other concerns. For example, we were more interested in knowing what *kinds* of part-time worker felt that pensions are a problem than knowing the exact percentage who felt that way.

A second aspect of self-selection samples is the biased self-selection of respondents. As one would expect, those who feel most strongly about the topic are those most likely to respond, while those for whom the topic has little relevance or concern are less likely to fill out and return the questionnaire. In other words, the sample has a systematic bias. This difficulty, too, is made less critical because of the objectives of the study. Since we want to concentrate on those who do perceive problems in order to find out what those problems are, the self-selection bias actually works to our benefit. It must be noted, however, that no conclusions about the *extent* of concerns with part-time work in the population as a whole can be drawn on the basis of this survey. Such conclusions would be inappropriate and potentially misleading.

A third caveat with this type of sample is the requirement that all members of the target population have a relatively equal opportunity to respond. The survey procedures described in the text suggest how we attempted to overcome this potential problem, but it is probable that response opportunities were not equivalent. Despite the wide media publicity given to the Commission and to the survey (daily newspapers, hearings held across the country, radio talk shows in major cities, and publicity in widely distributed magazines such as *Homemaker*), not all Canadians may have heard of the study. In addition, for some people the opportunity to respond was made much easier than for others. This occurred because a number of groups distributed copies of the questionnaire to their members. Unlike others, such persons would not have had to write or call the Commission in order to obtain a copy of the questionnaire. Thus our sample will be biased to some extent in terms of differential response opportunities.

In all, however, we judge the problem of response opportunity is not sufficiently critical to vitiate the findings of this study. Where appropriate in the analysis, we point out how the pattern of responses may have been affected by returns from one or more particular groups.

APPENDIX F

Questionnaires

The Commission of Inquiry Into Part-time Work designed three questionnaires. One was designed to obtain the views of individual Canadians. (See discussion in Chapter 4 A). The other two were initiated to get input from individuals who were job sharing and their employers or supervisors. (See discussion in Chapter 7).

SURVEY ON PART-TIME WORK

1. Since finishing your full-time schooling, have you ever held a part-time (USUALLY LESS THAN 30 HOURS PER WEEK) job?

YES ☐ NO ☐

If YES, in your longest part-time job were you working part-time because:

you preferred to ☐

you could not find full-time work ☐

Other? _____

In your longest part-time job, was your place of work unionized? YES ☐ NO ☐

If YES, were part-time workers union members? YES ☐ NO ☐

2. Compared to full-time workers, do you feel that most employers treat part-time workers:
(Check one box in each row)

	Much Better	Somewhat Better	About the Same	Somewhat Worse	Much Worse	Don't Know
Pay	☐	☐	☐	☐	☐	☐
Pensions	☐	☐	☐	☐	☐	☐
Vacation and Holidays	☐	☐	☐	☐	☐	☐
Other Benefits	☐	☐	☐	☐	☐	☐
Working Conditions	☐	☐	☐	☐	☐	☐

3. Are you now a union member? YES ☐ NO ☐

If YES, which union? _____

4. Are you now (check one only):

Employed full-time only ☐

Employed full-time and at part-time job(s) ☐

Employed at one part-time job only ☐

Employed at more than one part-time job ☐

Not employed and wanting to work full-time ☐

Not employed and wanting to work part-time ☐

Not employed and not seeking work ☐

Other? _____

5. If you are currently employed:

How many hours per week do you usually work for your main employer?_____

If you hold more than one job, how many hours per week do you usually work for all your other employers?_____

Would you now prefer to work:

more hours per week ☐ — fewer hours per week ☐ about the same hours ☐

6. Please answer A or B:

A. If you are currently working full-time, would you prefer to work part-time:

very much ☐ somewhat ☐ prefer to remain full-time ☐

Why?_____

B. If you are currently working part-time, would you prefer to work full-time:

very much ☐ somewhat ☐ prefer to remain part-time ☐

Why?_____

7. Year of birth _____ Sex: Female ☐ Male ☐

Province you now live in_____

8. Ages of children living in your household?____ ____ ____ ____ ____ ____ ____

9. What proportion of total household expenses (housing, food, clothing, transportation, etc.) does your income cover?

0 to 20% ☐ 21 to 40% ☐ 41 to 60% ☐ 61 to 80% ☐ 81 to 100% ☐

10. If an opportunity arose for an attractive part-time job, which factors would you consider most important in deciding whether to take the job? (Check a maximum of 6)

- ☐ Medical and sick leave benefits
- ☐ Seniority
- ☐ On-the-job training or upgrading opportunities
- ☐ Career and promotion opportunities
- ☐ Chance for additional schooling or training outside the workplace
- ☐ Time to spend with family
- ☐ Time for leisure activities
- ☐ Time for community or volunteer work
- ☐ Possible change in income tax bracket
- ☐ Vacation benefits
- ☐ Rate of pay of that job
- ☐ Change in household income
- ☐ Level of pension benefits
- ☐ Availability of affordable childcare facilities
- ☐ Other?_____

_____

_____

11. Please comment on these or other important problems you feel part-time workers have:

JOB SHARING - EMPLOYERS' SURVEY

1. How many years have you been job sharing?_____

2. Who initiated the job sharing idea? (Check one box)

   YOU ☐ YOUR PARTNER ☐ BOTH OF YOU ☐ YOUR EMPLOYER ☐

   Comments:_____

3. Did you work for your current employer prior to job sharing?

   YES, FULL-TIME ☐ YES, PART-TIME ☐ NO ☐

   Comments:_____

4. Why did you start job sharing? (If more than one reason, rank 1, 2, 3, 4...in order of importance to you.)

   Time needed to care for young family . . . . . ☐

   Time needed to care for another family member . . . . . ☐

   Desire for more leisure time . . . . . ☐

   Couldn't afford not to work . . . . . ☐

   Desire to keep seniority . . . . . ☐

   Desire to keep job skills current . . . . . ☐

   Full-time was preferred but not available . . . . . ☐

   Desire to "phase-into" retirement . . . . . ☐

   Desire to keep "foot in the door" . . . . . ☐

   Comments:_____

5. Is your place of employment unionized? YES ☐ NO ☐

   If yes, which union?_____

   And how have they reacted to job sharing?_____

   _____

6. (a) How is your job shared? (check one box)

   Each partner works part of a day ☐

   Each partner works part of a week ☐

   Each partner works part of a month ☐

   Each partner works part of a year ☐

Comments:_____

(b) Is there ever a time when both of you are on duty at the same time?

YES ☐ NO ☐

If yes, please explain._____

(c) Is there an opportunity for you to discuss work with your partner on a regular basis?

YES ☐ NO ☐

If yes, how often?_____

Comments:_____

(d) How is the work divided?_____

_____

(e) Is communication a problem? YES ☐ NO ☐

Explain_____

(f) Is work continuity a problem? YES ☐ NO ☐

Explain_____

7. Would you like to switch to full-time employment some time in the future? YES ☐ NO ☐

If yes, when and why?_____

8. If adequate and affordable day care were available would you prefer full-time now? YES ☐ NO ☐ NOT APPLICABLE ☐

Comments:_____

9. Would you prefer to work more or fewer hours?

MORE ☐ FEWER ☐ THE SAME AS NOW ☐

Comments:_____

10. Do you think that your employer would prefer you to work more or fewer hours?

MORE ☐ FEWER ☐ THE SAME AS NOW ☐

Comments:_____

11. In your situation, how do you think that two individuals sharing one job compare <u>on a per hour basis</u> with one full-time person in the same job?

	MORE	SAME	LESS
Pay	☐	☐	☐
Pensions	☐	☐	☐
Vacations	☐	☐	☐
Statutory Holidays	☐	☐	☐
Other Benefits	☐	☐	☐
Working Conditions	☐	☐	☐
Employee Satisfaction	☐	☐	☐
Unscheduled Days Off (Sick, etc.) . .	☐	☐	☐
Personal Time Off (Doctor, etc.) . .	☐	☐	☐

Comments: _____

12. Do you feel two individuals job sharing are more ☐ equally ☐ or less ☐ productive than one full-time person?

Comments: _____

13. Do you have as much flexibility as you want to set your own hours?

YES ☐ NO ☐

Comments: _____

14. Do <u>you think</u> that your employer has as much flexibility as he/she would like to set your hours?

YES ☐ NO ☐

Comments: _____

15. From <u>your</u> point of view is the job sharing situation a success?

YES ☐ NO ☐

Comments: _____

16. From your employer's point of view do you think the job sharing situation is a success?

YES ☐ NO ☐

Comments: _____

17. If you or your partner were to resign or move to full-time do you think the job sharing situation would survive?

YES ☐ NO ☐

If yes, who would find the replacement?

Remaining employee ☐

Employer ☐

Comments: _____

18. What are the advantages of job sharing?

_____

19. What are the disadvantages of job sharing?

_____

20. Personal Background

Your job title: _____

Type of industry: _____

Ages of children at home: _____

Number of income earners in your household: _____

Level of education completed: _____

Sex: Male ☐ Female ☐

City and/or province of residence: _____

21. May we phone you for more information?

YES ☐ NO ☐

If yes - Name: _____

Phone: _____ (H)

22. Other comments: _____

JOB SHARING - EMPLOYERS' SURVEY

1. How many of your employees are job sharing?_____

2. In your situation, how do you think that two individuals sharing one job compare <u>on a per hour basis</u> with one full-time person in the same job?

	MORE	SAME	LESS
Pay	☐	☐	☐
Pensions	☐	☐	☐
Vacations	☐	☐	☐
Statutory Holidays	☐	☐	☐
Other Benefits	☐	☐	☐
Working Conditions	☐	☐	☐
Employee Satisfaction	☐	☐	☐
Opportunity for Career Advancement .	☐	☐	☐
Unscheduled Days Off (Sick, etc.) . .	☐	☐	☐
Personal Time Off (Doctor, etc.) . .	☐	☐	☐

Comments:_____

3. Do you think two individuals job sharing are more ☐ equally ☐ or less ☐ productive than one full-time person.

Comments:_____

4. Do you think your cost of administering payroll is significantly higher for two employees sharing one job rather than one employee in one job.

YES - Significantly more ☐

NO - Not significantly more ☐

If yes, how much more expensive?_____

Comments:_____

5. Do you think <u>scheduling</u> is easier or more difficult for two employees sharing one job rather than one employee in one job.

EASIER ☐ MORE DIFFICULT ☐ THE SAME ☐

Comments: _____

6. Does job sharing add significantly to the work-load or problems of the supervisor? YES ☐ NO ☐

Comments: _____

7. Would you consider expanding job sharing?

	YES	NO
If good employees asked for it	☐	☐
If two good applicants applied for one job	☐	☐
I would <u>look</u> for job sharing applicants	☐	☐

Comments: _____

8. From your point of view, has the job sharing situation been a success?

YES ☐ NO ☐

Comments: _____

9. What are the <u>advantages</u> of job sharing?

_____

10. What are the <u>disadvantages</u> of job sharing?

_____

11. Some Background:

Type of industry _____

Total no. of employees _____

Your position _____

May we phone you for more information? YES ☐ NO ☐

If Yes - Name: _____

Phone: _____

12. Other comments: _____

APPENDIX G

Glossary

Annuity – A payment of money under a contract commencing at a predetermined time or event and made annually or at more frequent intervals, either during the continuance of a given life or a combination of lives, or for a specified number of years.

Casual or Contingent Part-time – Employees on an "on-call" basis when required. Their hours may vary from only a few hours per week to almost full-time, depending upon the requirements of their employer.

Contract Employees – Often self-employed people, who are hired on either a full or part-time basis for a limited duration of time.

Defined Benefit Plan – A pension plan which provides a pension, the amount of which is determined by a defined benefit formula. An example of such a plan is a final average plan where the pension is equal to the number of years of service, up to 35, multiplied by two per cent of the employee's average salary over the last five years of service (i.e. maximum pension of 70 per cent of average salary over the last five years of service).

Defined Contribution Plan (money-purchase plan) – A pension plan in which there is an undertaking to set aside funds on a specified basis (such as five per cent of pay). Contributions may be made by the employer and employees or by the employer alone. The amount of the pension payable is determined by the size of the capital sum available in respect of an employee when the employee's pension is purchased. The size of the capital sum in turn reflects the pension contributions made by and in respect of the employee and the income which the contributions are deemed to have earned.

Employer-Sponsored Plans – All pension plans offered by employers, whether in the private sector or the public sector, including governments, government agencies, etc. (In order that the plans may be registered for income tax purposes, employers must make contributions to such plans.) Although all "employer-sponsored pension plans" are not "registered pension plans", the terms are often used interchangeably.

Final Average Benefit Formula – A benefit formula in which the earnings taken into account are the average level of earnings in the last few years before retirement. The number of years used in calculating the average varies, usually in the range of from three to ten years.

Guaranteed Income Supplement (GIS) – A monthly payment under the federal Old Age Security Act to needy recipients of the OAS pension, based on a guaranteed minimum income amount. See *Old Age Security; Spouse's Allowance.*

Indeterminate Employee – A term used by the federal government to describe a regular or permanent employee, either full or part-time.

Indexing – The automatic adjusting of pensions being paid, or accrued pension benefits, in accordance with changes in an index such as the Consumer Price Index.

Job Sharing – A version of regular or permanent part-time employment in which two or more employees voluntarily share responsibility for one position.

Labour Force Survey (L.F.S.) – A monthly national survey by Statistics Canada of employment and unemployment in Canada. (See Appendix C.)

Locking In – A requirement under legislation that an employee's and employer's contributions to the pension plan after a certain date cannot be forfeited or paid as a cash withdrawal if the employee, on termination of employment, has attained a certain age and/or has completed a certain period either of service or of plan membership. (For example, under the federal Pension Benefits Standards Act, contributions made since September 30, 1967 are locked-in after the employee has attained 45 years of age and has completed 10 years either of service or of plan membership.)

Means-Tested Pension Plan – A public pension plan in which the benefits are reduced as the current income and asset position of the recipient increases, e.g. the Old Age Pension Act of 1967, and the Old Age Assistance Act of 1951.

Money Purchase Plan – The most common form of defined contribution plan described above, under which contributions made at the rate specified in the plan are placed to the credit of each member and the pension is whatever amount those contributions plus their earnings will provide.

Non-Contributory Plan – A pension plan in which all contributions are made by the employer.

Old Age Security (OAS) – Federal program providing a universal, flat rate pension to all residents aged 65 and over, regardless of need; also provides income-

tested supplements. See Guaranteed Income Supplement; Spouse's Allowance.

Pension Benefits Standards – The requirements which a pension plan has to meet under the federal Pension Benefits Standards Act and similar provincial legislation.

Phased Retirement – A type of part-time employment chosen by employees who gradually change, over a period of several years, from full-time to retired status by reducing their work days or hours.

Portability – A pension plan provision which allows an individual to transfer his/her pension credits from one employer to another.

Pro-Rated Benefits – Benefits that are provided to a part-time employee proportionate to the number of hours worked as compared to a full-time employee doing work of equal value.

Regular or Permanent Part-time Employees – Those who work less than the normal weekly or monthly hours, but have a continuing attachment to their employer.

Seasonal Employees (or part-year workers) – Those hired to meet seasonal changes in an employer's demand or supply of labour. They may work either full or part-time.

Short-time Employees – Those who normally work full-time, but who are temporarily forced to work part-time due to lack of full-time work.

Spouse's Allowance – Under the Old Age Security Act, a monthly payment, based on family income, payable to the spouse aged 60 to 65 of an OAS pensioner. See also *Old Age Security; Guaranteed Income Supplement.*

Stacking – Term sometimes used for a pension design in which there is no integration: that is, plan contributions and benefits are not related to those in any government pension program.

Survivor Benefit – Generally, any benefit payable under a pension plan to the surviving spouse or dependent of a plan member who dies before or after retirement.

Temporary Part-time Employees – Employees hired for short periods of time. Their hours may be full or part-time and they may be employed intermittently by the same firm a number of times.

Unpaid Family Workers – People who work in family businesses but are not paid wages for their work.

Vesting – The employee's right, on termination of employment before retirement under a pension plan, to all or part of the benefit that has accrued to the employee under the normal retirement benefit formula of the plan up to the date of termination of employment.

Work History Survey (W.H.S.) – A supplement to the January 1982 Labour Force Survey in which interviewees were asked to recall their 1981 work history. (See Appendix C.)

Work Sharing – A temporary reduction in work hours accepted by a group of employees during economic hard times, usually as an alternative to layoffs.